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The purpose of this study was to determine ways to increase desegregation in Chicago's public schools. Funded under Title IV of the Civil Rights Act of 1964, the project focussed on staff integration, more equitable distribution of experienced teachers, student integration in regular, vocational, and apprenticeship schools, research needs, and improvement of public information services. Contained are sections on faculty assignment patterns, boundaries and student assignment policies, vocational education, public understanding, and research. The document also includes a demographic study of population and school enrollment projections by community area for the city of Chicago 1970 and 1975. (NH)

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PLANNING FOR INCREASED DESEGREGATION OF FACULTIES, STUDENTS AND VOCATIONAL EDUCATION PROGRAMS

Dr. James F. Redmond, General Superintendent
Chicago Public Schools

Grant-to-School-Board Number OEG-4-7-000202-3470
P.L. 88-352, Title IV, Section 405
The Civil Rights Act of 1964

Dr. Virginia F. Lewis
Project Director

Board of Education, City of Chicago
228 North La Salle Street
Chicago, Illinois, 60601

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Office of Education

FINAL TECHNICAL REPORT

Grant-to-School-Board Number OEG-4-7-000202-3470
P.L. 88-352, Title IV, Section 405
The Civil Rights Act of 1964

This report consists of three sections:

1. Abstract of the report.
2. Report of the activities and recommendations of the consultants and committees that worked on the desegregation problem. This report is entitled Increasing Desegregation of Faculties, Students, and Vocational Education Programs.
3. Demographic study report entitled Projections of Population and School Enrollment by Community Area for the City of Chicago 1970 and 1975.

Board of Education, City of Chicago
228 North LaSalle Street
Chicago, Illinois 60601

June 21, 1968

Abstract

Planning for Increased Desegregation of Faculties, Students and Vocational Education Programs

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Office of Education

The purpose of this study was to determine ways to increase desegregation of the Chicago public schools.

Staff committees, with the assistance of advisory specialists and numerous local resource persons, focused attention on ways to increase integration of faculties, provide a more equal distribution of experienced teachers in the inner-city schools, increase integration of students in regular, vocational and apprenticeship schools, determine areas of needed research on problems of desegregation, and improve public information service as it relates to desegregation.

The conclusion reached was that while there is no simple solution to the desegregation problem in the Chicago public schools, there are a number of constructive steps to increase desegregation which could be taken immediately, some on an intermediate term basis and others on a long-term basis. Specific recommendations were made in all areas on a future course of action.

There are twenty-three specific recommendations on actions to be taken to integrate faculties, provide for an equal distribution of experienced teachers and improve staffing and instruction in the inner-city schools. Among these are several which would represent major changes in teacher assignment, transfer, and training policies. They include increased use of master teachers to work with less experienced teachers, limitations on teacher transfers until all schools have the same percentage of regularly certified teachers, expansion of teacher aide programs, modification of and greater publicity for transfer-on-loan programs, and the establishment of a joint planning board on teacher preparation to promote better teaching service in inner-city schools.

In the area of student integration, there are six recommendations for immediate action, two for intermediate consideration, and a number for long-range action. Among others, noncontiguous attendance areas, pupil transportation, permissive transfer, public-private school cooperation, "magnet schools," and "educational parks" are listed. The need for an extensive and intensive demographic study to serve as a basis for these proposed changes was noted emphatically.

Under the heading of apprenticeship training there are eleven recommenda-

tions for integration of students in the program. Some of them are: formation of advisory committees at two levels to study how Washburne Trade School can best serve the needs of industry and the community, expand the role of the Illinois State Employment Service Apprenticeship Information Center, involve a disinterested party on the Screening and Standards Committee, study and evaluate entrance requirements for apprenticeship training, add to the counseling staff at Washburne, and develop more "pre-apprentice" programs.

Twenty-four recommendations were made on the greater implementation of the open enrollment policy in vocational schools, including greater emphasis on vocational programs, more publicity, and city-wide recruitment. Entrance requirements for vocational schools would be abolished, students would be encouraged to transfer to vocational schools at the tenth and eleventh grade levels, or continue to attend general high schools part of the day and travel to a vocational school for the vocational part of the program.

Recommendations in the field of public understanding of the desegregation problem number seventeen, and include a total revamping of this department in the Chicago public schools. Also included are suggestions for a public opinion survey, expanded news operation, greater use of mass communications media, and wider use of regular bulletins and newsletters.

A total of twenty-nine research possibilities were located by the committee and are described in detail.

A demographic study was subcontracted to the Real Estate Research Corporation to obtain the data required for some of the recommended changes intended to desegregate students. This data is included as a part of the final report of the desegregation study.

The report Increasing Desegregation of Faculties, Students and Vocational Education Programs was adopted by the Chicago Board of Education on August 23, 1967 (Board Report 67-916) and the demographic study report Projections of Population and School Enrollment by Community Area for the City of Chicago 1970 and 1975 was presented to the Board of Education on June 12, 1968.

June 21, 1968

INCREASING DESEGREGATION OF FACULTIES, STUDENTS, AND VOCATIONAL EDUCATION PROGRAMS

BOARD OF EDUCATION
CITY OF CHICAGO

INCREASING DESEGREGATION OF FACULTIES, STUDENTS, AND VOCATIONAL EDUCATION PROGRAMS

JAMES F. REDMOND
General Superintendent of Schools

BOARD OF EDUCATION, CITY OF CHICAGO
August 23, 1967

The development of the program activities reported herein was supported by a grant from the U.S. Department of Health, Education and Welfare, Office of Education.

FOREWORD

This report, Increasing Desegregation of Faculties, Students, and Vocational Education Programs, is the result of a planning grant from the United States Office of Education to the Board of Education, City of Chicago. It has been prepared by members of the staff of the Chicago public schools with the assistance of specialists in various pertinent fields from cities and universities throughout the country. The report concerns the equalization of faculty qualifications among all schools and the increased desegregation of faculties, students, and vocational education programs.

James F. Redmond
General Superintendent of Schools

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We wish to express sincere appreciation to the specialists who worked on a continuing basis as consultants to the committees and whose assistance was invaluable. While the following specialists could not serve as regular consultants, we wish to acknowledge their contribution to the substance of this report.

Ernest Green, Director of Apprentice Programs, Workers Defense League, New York
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Harry Rivlin, Dean, School of Education, Fordham University

RESOURCE PERSONNEL

We also wish to express our thanks to the resource persons who gave so freely of their time to share with the committees their knowledge, experience, views, and concerns. This report reflects many of the ideas which they expressed.

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INTRODUCTION

In January 1967, the Chicago public schools received from the United States Office of Education a statement of findings and recommendations concerning the Chicago public schools. This report, entitled Report on Office of Education Analysis of Certain Aspects of Chicago Public Schools under Title VI of the Civil Rights Act of 1964, highlighted four areas of special concern: Faculty Assignment Patterns, Boundaries and Student Assignment Policies, the Apprenticeship Training Program, and Open Enrollment for Vocational and Trade Schools. A proposal was immediately developed by the staff of the Chicago public schools to initiate action in response to the report. A planning grant, approved by the United States Office of Education, began April 1, 1967, and was extended to August 31, 1967. This grant, Planning for Increased Desegregation of Faculties, Students, and Vocational Education Programs, provided for the employment of specialists to assist the staff in seeking solutions to the problems indicated.

Staff committees, with the assistance of specialists and numerous local resource persons, focused attention on the provision of better prepared, more experienced teachers in inner city schools, identification of factors which make a school desirable to teachers, increased integration of faculties and of students in regular, vocational, and apprenticeship schools, a determination of areas of needed research, and a consideration of effective public information services.

The problems and conditions described in the report from the U. S. Office of Education pose the need for public understanding of and sharing in the concern of the Board of Education that the public schools of Chicago serve well all of the people of the city. The Board of Education on February 13, 1964, adopted and publicly declared a positive policy of racial integration. Quality education and equality of educational opportunity are primary goals of the Chicago public schools.

We see as a primary and urgent need the establishment and maintenance of the conditions in the Chicago schools that open up for all young people meaningful life chances and that speed them on their way to acceptance and accomplishment.

Particularly are we concerned about racial and economic deprivation in our midst. When affairs are so arranged, either by circumstance or design, that the very young are caught in the grasp of deprivation and isolation we cannot escape the likelihood that the situation "...may affect their hearts and minds in a way unlikely ever to be undone."*

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*U. S. Supreme Court decision of 1954.

The conditions which give rise to our concern have been with us for some time and have taken root deeply in the customs and motivations of our society. The circumstances with which we are concerned here are replicated elsewhere in this country. When a condition so pervasive in our city bears in upon the schools, the schools cannot hope to help solve the problem except in commitment and action shared with the community.

Because the condition has been with us for such a long time, the urgency of that shared commitment and action is today acute. It appears that particularly relevant is a genuine shared commitment with all groups who can make common cause with the Board of Education for quality integrated education for all. In that cooperative community endeavor we foresee the possibility of productive action with community groups, both formal and voluntary, with the several branches of city government, with the organizations of teachers and other staff members, and with the several state and federal agencies, both public and private. In sum, we see an obligation to undertake a comprehensive educational program aimed at reversing a pervasive social condition that has become deeply rooted in our society.

We cannot be positive of the ways by which the changes may best be effected. We are, however, confident that we should make the best use possible of what we already know and, through sincere cooperative effort, seek educational pathways to a better society. Such aspirations are now urgently called for, and it is our expectation that the teaching and administrative staff of the Chicago public schools will share those aspirations, both in their work and through their associations, to the end that these aspirations for the city and its children may be converted into realities.

STATEMENT OF POLICY OF RACIAL INTEGRATION*

The members of the Chicago Board of Education believe that this city and this country would be healthier economically, educationally, and morally if Chicago, Illinois, and all sections of the country, reflected the kind of racial and ethnic diversity characteristic of the nation as a whole. . . .

Therefore, we reaffirm and publicly declare a policy of racial integration. We shall endeavor to effect the development of a continuous program to achieve this goal.

---

*Chicago, Board of Education, "Statement of Policy of Racial Integration," Official Report of the Proceedings of the Board of Education of the City of Chicago (February 13, 1964), p. 1945.

POLICY STATEMENT ON STABILIZATION*

The Chicago Board of Education, in February, declared a positive policy of integration.

While the Board continues to search for ways to increase the interracial association of students, it also has a responsibility to help preserve, as far as possible, such associations in areas where they now exist.

Therefore, as one of our important objectives in the field of integration, the Board of Education hereby asserts that it is its policy to seek and take any possible steps which may help to preserve and stabilize the integration of schools in neighborhoods which already have an interracial composition.

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*Chicago, Board of Education, "Policy Statement," Official Report of the Proceedings of the Board of Education of the City of Chicago (October 27, 1964), p. 542. Adopted November 12, 1964, p. 548.

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FACULTY ASSIGNMENT PATTERNS

Introduction

The subcommittee on Faculty Composition has studied the staffing patterns and procedures of the Chicago school system and has read the reports and recommendations of those who have studied the Chicago schools in the past; has made itself conversant with the assignment and transfer policies of other large city school districts and has studied documents relating to collective bargaining relationships in other city systems; has perused the relevant available literature on staffing programs and transfer plans; has heard from representatives of community and teacher organizations interested in the problem of balanced staffing; and, finally, has deliberated at length on alternative programs which could result in equitable distribution of teachers by experience, training, and race throughout all of our schools. We might note at the outset that the problem under consideration is not unique to Chicago; while the challenge of achieving integration of faculties, reducing turnover, and building balanced staffs in "difficult" schools has been widely discussed, and, while sincere attempts have been made in some cities to effectively come to grips with the practical realities of the problem, specific achievements and results have been anything but spectacular.

As charged by the U. S. Office of Education analysis of the Chicago public schools released on January 6, 1967, and as established earlier by the Advisory Panel on Integration of the Public Schools (report, March 31, 1964), serious staffing imbalance does exist in the Chicago system. Our study of current data indicates that, beyond question, teachers in Negro schools and schools in low socioeconomic neighborhoods are younger, are less experienced, have less formal training, are less qualified in terms of the Chicago system's certification requirements, and are subject to higher turnover than is the case with their colleagues in predominantly white schools and in schools in more favored socioeconomic areas. Moreover, it is obvious from the surveys conducted in recent years by the Board of Education that the teaching staff in the Chicago schools is highly segregated by race; for the most part Negro teachers teach in predominantly Negro schools and white teachers in white schools.

The present pattern of segregation and staff imbalance in terms of qualification and experience is the result of pervasive and long enduring social and economic realities, and resulting preferences and attitudes of teachers which have been given free play by Board and administrative policies and practices. Also, there is much turnover of teaching positions and movement among teachers every year in the Chicago system which has the effect of perpetuating the present pattern of staff imbalance and segregation.*

Our committee has made no specific judgment on what the optimum staff for a central city "disadvantaged" school might be in terms of race, age, training, and length of service in the system and/or in a particular school. Moreover, we are not convinced that increasing significantly the "quality" of staff in "difficult" and disadvantaged inner city schools is in and of itself a sufficient condition for alleviating the teaching and learning problems in these schools. However, we have started from the conviction that significantly more integration of school faculties than now exists will be desirable throughout the system, that it is necessary to build stability and reduce turnover on the staffs of all central city schools, and that significant numbers of more experienced and better qualified teachers are needed now to balance staffs in most central city schools.

In approaching the task of making recommendations for achieving more equitable staffing, we have used as a point of departure the framework of the Chicago public school system as it exists presently. Large scale reorganization of the Chicago system and/or the adoption of effective plans for decentralization of the system would undoubtedly have a profound impact upon assignment, transfer, and staffing generally, of the schools of the city. For instance, based on the present, or some yet-to-be-adopted district organization of the schools, equal amounts of budget funds for staff compensation might be allocated on a per student basis to each school in the city; under such a plan, perhaps hiring, and perhaps assignment, might be done on a district or "group of schools" basis while great discretion might be lodged in the school or district administration concerning how the staff budget available to each school would be allocated. While we are mindful that some such relatively vast changes in the method of operating the Chicago system may be adopted in the future as an answer to many of the ills (imbalanced staffing being only one) which plague the large city school system, and while ultimate solution of the staffing problem may require wholesale scrapping of the status quo, obviously, drastic reorganization plans involve considerations and consequences which go well beyond the possible achievement of equitable and balanced teacher staffs. Thus, we have not considered it our charge to articulate in detail, or offer as immediate practical solutions to the staffing problem, any of the possible "grand" modifications of structure and operation of the Chicago system which might have an impact upon the staffing patterns. Rather, our proposals and recommendations accept the basic structure and organization of the system that presently exist as given, and seek in practical and immediately realizable ways to utilize the present system to move toward the desired goal of balanced and equitable staffing.

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*Roughly 3,000 of the approximately 21,500 teaching positions in the Chicago schools fall vacant each year with a disproportionate number of these openings occurring in the Negro-segregated and lower socio-economic strata schools. Many of these openings occur as the result of movement out of the system by teachers not regularly Board certified, the majority of whom are in their first year of teaching. Their places are often filled, by necessity, with new recruits from the ranks of candidates similarly inexperienced and lacking in Chicago certification. Other of the vacancies occur each year as a result of leaves, resignations of regularly assigned teachers, increases in total teaching positions, retirement, and so on. Here again, most replacements are relatively youthful, inexperienced, and lacking in advanced degrees. In addition to the net vacancies created each year in the system, over 4 percent (634 in 1966-67) of the regularly certified teachers change positions within the system yearly via the transfer route. It is clear that the net losers of those relatively experienced teachers opting to transfer are the schools in the disadvantaged areas of the city.

The problem of achieving balanced and equitable staffing in all of the schools of the city and reducing turnover in schools in the disadvantaged areas involves, as the U.S. Office report recognizes, many significant aspects of school operation, including, most importantly, improvement of the teaching climate of the schools in the inner city, assignment and transfer procedures, new teacher preparation, recruitment and early training, and efforts directed at achieving integration in the system. We have chosen these general topic areas for organizing our discussion of the problem and our recommendations

While the report reflects the consensus of the members of the subcommittees who prepared the various sections, not each member of the subcommittees necessarily agrees with each recommendation presented. The vigorous presentation in committee of alternative points of view helped greatly to strengthen this report.

The Teaching Climate of the School

Although significant recommendations in this report relate to modification of assignment and transfer procedures, it seems clear that making the inner city schools desirable places to teach is the ultimate solution to the problem of balanced and equitable staffing. If the children in the disadvantaged areas of the city are to have stable staffs of experienced and dedicated teachers of both races, primary emphasis must be placed on transforming the "difficult" school into the professionally rewarding and challenging school. Only through a series of imaginative programs, pursued over a period of time, can unattractive teaching situations in schools with high turnover rates be improved in order to encourage retention and stability of teaching staff.

"Desirability" in an inner city school is a many-faceted phenomenon; a number of investigations and research studies indicate the existence of many key factors which have an impact on the decision of teachers to seek continuing professional challenge and satisfaction in inner city schools.

Program of Developing Instructional Groups

It is recommended that a program of developing staff instructional groups be undertaken in the Chicago public schools. While such a program could be beneficial in all schools in the system, there are certain advantages that are particularly relevant to the inner city schools. Consequently, it is recommended that the program be initiated and developed, at the outset at least, in the inner city schools. Its relevance is probably greatest for elementary schools.

The ways in which flexible instructional work groups can be developed are many, in accordance with the interests, facilities, and needs of particular schools. Research and experience to date do not provide a firm basis for recommending any one pattern for such groups.

As an example, one might consider a group of at least seven members, or perhaps more typically a group of ten. Such a group might consist of one core-staff master teacher who serves as leader, three regular teachers, a beginning teacher, two practice teachers, and three aides. Let us assume that one such group is assigned for each 150 pupils. Then in a school of 1,500 pupils there would be a core-staff of ten particularly able teachers; thirty regular, less experienced teachers; ten beginning teachers; twenty practice teachers; and thirty aides. In accordance with the policy adopted on instructional groups, instructional staff quotas can be developed by the central administration and administered by districts or areas of the city with specific assignments made by district or area administrators and principals. Principals should be encouraged to test out and assess the feasibility of various forms of instructional groups.

The recommended program is seen as promoting desirable education as well as providing a number of operational advantages. There is a very substantial and growing body of knowledge which points up the social nature of people and the implications for ways to organize work. These findings raise questions about the rather isolating effect upon the teacher of the self-contained classroom limiting, as it seems to do, the sharing of experience, skill, professional insight, and instructional tasks. The sort of sharing just mentioned, in professional endeavors, opens the way to the instructional gains that can come from teachers working at the tasks which they can do best. This sharing opens the way also to continuing and functional sharing of the insight of more experienced teachers with those who are entering or thinking of entering teaching, or helping with instruction. Such a group, insofar as it is socially and professionally supportive of its members, can be helpful to the individual in finding a personal and professional identity. In sum, the proposed program of teaching groups is seen as a social soil in which meaningful personal and professional growth can take place.

Perhaps even more compelling is the argument which arises from the need for efficient and effective use of limited manpower resources of highly competent professionals. There is an escalating demand for such persons in all sectors of our society. While at the turn of the century about 4 percent of the labor force was in the professional-technical sector, by mid-century it had doubled to about 8 percent and another doubling to about 16 percent is expected by about 1975. At the same time teachers are becoming a smaller portion of the professional-technical sector. In the midst of the growing competition for professional personnel, it seems reasonable to question whether it is feasible or desirable to continue to work on the assumption of being able to obtain one outstanding teacher for every fifteen to thirty or thirty-five pupils in the schools. Indeed, unless schools can maintain a really competitive status not only in terms of economic remuneration but also in terms of professional rewards for teaching, it would seem almost likely that the general level of quality in the teaching force will decline. However, an instructional group program need not reduce the ratio of regularly certified teachers to pupils and, in the program recommended here, it does not. Indeed the program should serve to retard or even reverse a possible decline in quality.

There is an urgent need for personnel policies and programs that are calculated to cope with the above realities. One element of such a program would be an emphasis upon having at least a core-staff of highly competent and experienced teachers in each school. The members of the core-staff of a particular school would serve as leaders in the recommended instructional groups. In so doing, they would have the opportunity to affect daily the performance of other members of the staff and to counteract the potential decline in instructional quality which might result from the presence of many inexperienced teachers.

The advantages in terms of accomplishment resulting from division of labor are well known. Instructional tasks may be divided in a number of ways. Instructional content, probably the most frequently considered, is but one basis. Level of complexity of skill, interest, and professional maturity are some other bases. Many alternatives are available for creating an effective division of labor within a group. The group, offering the possibility for unique and shifting divisions of labor, opens up possibilities for more effective and flexible use and development of the varied talents of the staff.

Implementation of the instructional group program recommended here opens the way to a number of operational advantages. The teaching group is calculated to enhance social and work identification and involvement. There is considerable evidence to suggest that such a development is likely to be associated with reduction in frequency of absence and turnover in the staff. It is also likely to be associated with greater involvement in instructional tasks. Also, because the group has a degree of flexibility through its ability to distribute tasks among its members, it can adapt to emergencies and absences of its members in ways individual teachers cannot. Thus, the flexibility of the teaching group provides a way of coping with the many agonizing problems of the substitute shortage and will affect, in all probability, the total pattern of substitute service.

Perhaps the greatest operational advantage of the teaching group is the fact that in-service preparation is functionally built into day-by-day work. There is much evidence to suggest that this approach to in-service work is more likely to change behavior than are lectures, workshops on synthetic problems, or conferences. The in-service aspect of the instructional work group may be of critical importance for the upgrading or even the maintenance of reasonable standards of quality.

Group operation also opens up possibilities for more effective recruitment as well as for upgrading of skills. There are reports of experience in which persons serving as aides in instructional groups have developed identification with teaching and have set about to prepare for such a career. It is here that the instructional work group approach is particularly relevant for inner city schools. It makes possible utilization of a number of persons not now in the instructional force, including mothers of grown families, and representatives of such ethnic groups as Negroes, Puerto Ricans, and Mexicans. As part of the preparation of student teachers, practice in such a group can lead to greater depth of insight into the problems and possibilities of the inner city school and to interest in service in those schools.

Furthermore, the instructional group can provide the supportive climate necessary for the early development of professional self-confidence. Such social support can be of critical importance, particularly in inner city schools, in building the interest, insight, and confidence which may lead to continued service in these schools. While this support can prove valuable to teachers at all stages of their development, it is probably most pertinent to the young teacher haunted by the fears and uncertainties prevalent in our ways of thinking about the inner city.

Implementation of a program of organizing instruction in small teaching groups will undoubtedly involve difficulties. Many practices and facilities have been developed on assumptions of one teacher to a fixed number of pupils. Many teachers and administrators may be eminently recalcitrant to the changes that new times make necessary. Facilities very frequently do not lend themselves to instruction by teaching groups. A combination of humane personnel relationships, professional concern, and imaginative adaptation can do much, however, to overcome the limitations of custom and structure. The alternative to meaningful reorganization of the work of teaching by remaining in the grip of custom and traditional facilities offers a bleak prospect with the all too great likelihood of a degeneration of the quality of instruction in schools.

During the period of transition to a program of instructional groups, initial implementing steps will need to be taken on the basis of priority of need. One important immediate need is for supervision and assistance to provisional teachers. Consequently, priority should be given to assignment of master teachers on the basis of numbers of provisional and temporarily certified teachers in a school. Immediate consideration should be given to assigning one master teacher for about five provisionally certified teachers and about ten temporarily certified teachers assigned to long-term vacancies. As under programs presently in effect, master teachers will, of course, receive significant additional compensation (in the National Teacher Corps).

The Principal

Repeated experience, as well as research on the subject, indicates that the leadership of the local school principal is a key variable in teacher retention in inner city schools.

We recommend that the procedures for identifying and selecting principals who are likely to be successful in making inner city schools centers of quality education be subjected to close scrutiny. We recommend also that district administrative officers propose and implement programs in which principals of inner city schools may be grouped so that they may share experience, capitalize upon special interests and competencies, and provide mutual resources in solving administrative problems. With greater local initiative and structural provision for interschool cooperation and planning, a new element of creativity can emerge at the points where new and creative answers to social problems are much needed.

Present policy should be modified to provide that one requisite for admission to the principalship examination should be, ideally, three years of service, or an absolute minimum of two years, in a single school in a lower socioeconomic area.

A study should be initiated to determine the effect of principal turnover on staffing in the inner city schools.

Turnover reduction, staff stability and retention, and the development of requisite staff esprit and commitment should be considered as one of the important goals and responsibilities of building principals.

Concentrated in-service training should be provided for principals about to assume positions in inner city schools. Such training might take several forms: (a) concentrated summer sessions before assumption of duties; (b) a period of service in the office of a district containing a high proportion of schools in disadvantaged areas of the city; (c) several weeks or a month of service in the office of an established and successful inner city principal. Such in-service training to be given to principals should put particular emphasis on (a) community relations; (b) the learning problems of the inner city student; and (c) the establishment of relations with staff which will insure the teachers' continuing commitment to the school and which will allow maximum opportunity for professional leadership by the principal.

Pupil Personnel--Discipline Problems and Problem Learners

The continued presence in the classroom of children who present serious discipline problems can make effective teaching impossible and is repeatedly cited by staff as a major problem in inner city school service. The sequestration of such children and the establishment of local social adjustment rooms in every school as needed can provide significant alleviation of this problem. In addition, police authority should be available in school buildings at critical hours where the need exists.

Similarly, an increased number of special classes should be provided for very slow learners whose lack of progress in the ordinary classroom setting can impede the learning pace of the majority of students in the class.

School-community representatives should be widely utilized to help involve parents in seeking solutions to the myriad personal and emotional problems of students which inhibit good attendance and positive attitudes toward school.

More professional staff with training in remedial services, psychology, and social work should be provided for implementing these suggestions.

Location and Transportation

There seems little question but that the related problems of (a) fear of possible damage which may be done to automobiles and (b) the distance many teachers would have to travel through neighborhoods perceived to be dangerous were they to transfer to inner city schools, serve as deterrents to the recruitment of able experienced staff to serve in schools in the disadvantaged areas. Thus, we recommend that consideration be given to (1) the provision, as soon as is practical, of guarded parking lots immediately adjacent to schools in disadvantaged areas of the city; (2) the possibility of having teachers who will accept assignment to inner city schools report for work at a central location (possibly in the Loop or to central locations within each district in neighborhoods posing little or no threat to personal safety) from which they would be transported in groups to the school in which they work and back again in the evening.

Teacher Aides

While employment of additional teacher aides is integral to our proposals on the instructional group, expansion of the present teacher aide program should not await full implementation of the instructional team recommendations.

Teachers in inner city schools indicate repeatedly that their jobs would be easier and the instructional program significantly improved by the availability of a second adult in the classroom, whether with or without college training.

Also, Chicagoland colleges and universities can be solicited to provide aides from any of the learning disciplines to work in inner city schools with pay. Such students should be scheduled for a minimum of one half-day per week throughout the school year.

Community Support

Being made to feel wanted and needed rather than being constantly criticized and even reviled is an important determinant of teacher satisfaction.

We recommend expansion of programs initiated by district superintendents and principals to enlist the aid of local groups and organizations in an attempt to induce the local community to assume some measure of responsibility for making the teacher who transfers into the inner city school with the intention of staying feel desired and appreciated.

It is desirable that the administration work with and through various community groups to promote interracial contact and dialogue with a focus upon the inner city aimed at better understanding and gradual erosion of traditional attitudes. The long-range goal is creation of positive social attitudes toward the city and its minority groups, thus creating a community climate supportive of young people who look to teaching in the inner city. Use should be made, where possible, of the advice of those persons who are skillful in mass public communication, interracial relations, and community organizations.

It is recommended that a city-wide advisory committee representing community organizations and the school system be established for the purpose of proposing ways in which inner city school communities and the staff of the schools may be mutually helpful in achieving and maintaining equitable staffing.

While programs of the kind just discussed are already in partial operation in the Chicago schools, such activities can be expanded and made more effective at the local school, district, and city-wide levels.

The Substitute Problem

Adoption of the instructional group recommendations contained in this report will ultimately alleviate, to some extent, the problems caused by drastic substitute shortages in the inner city schools.* Also, simple provision of additional teacher aides will be of help. However, steps should be taken immediately to alleviate the substitute shortage in inner city schools, which adds to the burden of the regular teacher in these schools by causing "doubling up" of classes and other problems.

The relatively high salary paid to Chicago substitutes, the possibility of returning for service over a period of time on a regularly scheduled basis to the same school with a familiar principal and col leagues, steps being taken to make inner city schools more attractive per the recommendations in this report, and other attractions of the Chicago substitute program should be heavily and effectively publicized. Such an attempt was initiated in August 1967 by the holding of a meeting to encourage substitutes to increase their teaching days during the upcoming school year. Teachers, principals, and board officials who addressed the meeting stressed steps being taken to make it possible for substitutes to render a fully professional teaching service in inner city schools; all substitutes who had taught fifty days or less in 1966-67 were invited.

The school principal or his designee should be responsible for orienting and offering support to the substitutes who come to the school each day.

We recommend an immediate study of the impact on absenteeism of the present Chicago system policy on paid sick leave for both regularly assigned and FTB teachers. In this regard, the possibility of granting terminal pay related to unused sick leave should be investigated.

Finally, we would like to note that decentralization of substitute assignment in the Chicago system is presently under study, and that recommendations in this regard which may be adopted could play a role in alleviating the substitute shortage problem.

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*On an average day in Chicago, roughly three hundred more substitutes are needed than are available to cover absences. A disproportionate number of uncovered classes are in schools in the disadvantaged areas of the city.

Assignment and Transfer Patterns

Policy and Procedures

While we feel that the present system of free choice by teachers among available alternatives is desirable in the long run and should be retained and that emphasis should be put upon making the now difficult, unattractive, and undesirable alternatives as enticing as possible, we also feel that certain considerations suggest the desirability of modifying existing Board policies on assignments and on teacher movement from school to school through the transfer system. First, up to the point where damage might be done to the entire system by making it a less attractive place to teach and thus increasing present resignation, turnover, and recruitment problems, the paramount interests of parents and children in quality education in the inner city school will be served by modifying the present permissive assignment policies and reducing opportunities and alternatives for frequent transfer. Second, to some extent the staffing problem in Chicago's inner city schools is a vicious circle from which it may be difficult to escape under the present policies; many central city schools are undesirable, in part at least, because of large numbers of inexperienced teachers, many of whom simply may be waiting to transfer out at the earliest possible moment, while at the same time the teachers are inexperienced and turnover is great because the schools are undesirable. Resolution of this dilemma may require at least some period of acknowledged commitment among the staffs of our more difficult schools to the professional challenges to be found there. Third, undoubtedly some at least of the preferences and attitudes expressed by teachers who wish to avoid experience in the inner city schools are the result of traditional, habituated, and unexamined reluctances and doubts as well as a total lack of familiarity with the professional satisfactions and challenges which such a teaching situation can be made to yield. Some of these attitudes might be modified or eliminated with actual exposure to a "difficult" inner city school situation.

We recommend that the Board of Education adopt policies and procedures on assignment and transfer of teachers which will result, ultimately, in having in each school the same percentage of regularly certified teachers as the percentage which exists for the system as a whole.* Why the choice of this standard? (1) While the temporarily certified (FTB) status is more a measure of youth and mobility than intellectual quality (the majority of FTB's are in their first year of teaching), it may be assumed that, on the average, the written and oral examination, the additional professional course hours, and the supervised teaching experience, which are requirements of Chicago Board certification, will result in regularly certified teachers' being better qualified teachers. (2) The percentage of regularly certified teachers in a school correlates highly and positively with the length of experience, advanced degrees held, lower turnover, and, to some extent, the existence of a predominantly white teaching staff. Inversely, where the percentage of regularly certified teachers is low, we find less experience, higher turnover, fewer advanced degrees held, and the greater likelihood of a predominantly Negro teaching staff.* (3) Improvement of the percentage of regularly certified teachers in disadvantaged areas is the goal already chosen by the Union and the Board and incorporated into the collective bargaining agreement between the parties. We might note here that the collective bargaining agreement provides for the establishment of a Union-administration committee to develop plans to alleviate problems dealt with in this report.

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*Presently, approximately 72 percent of teaching positions in the Chicago public schools are filled by regularly certified teachers.

Specifically, it is recommended that, in making new assignments or transfers of regularly certified teachers, teachers not be assigned or transferred to schools whose percentage of regularly certified teachers is more favorable than the percentage for the system as a whole. It should be emphasized that no regularly certified teachers presently serving in a school showing a percentage of regularly certified greater than the city-wide average would be affected. Only as vacancies occurred in such schools through resignations, retirements, and deaths would the regularly certified percentage of such a school be reduced toward the city-wide percentage.

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*There are at least two conditions under which the percentage of regularly certified teachers may cease to be useful as an indicator of experience, advanced training, and turnover, to be used in achieving equity in staffing:

a. If the Board of Examiners should significantly modify its present certification standards, the measure of the percentage of regularly certified teachers might immediately lose its present value as a correlate of greater relative experience, reduced turnover, and more training. Other indicators would then have to be used in the pursuit of equitable staffing.

b. Also, while we have determined that equalizing the regularly certified teachers in all the schools is an appropriate and significant target, we recognize that achievement of this goal will not necessarily result in all of the balancing of staffs by experience, training, turnover rate, race, etc., which is desirable or possible. After balance in terms of the regularly certified percentage is achieved, more sensitive and direct indicators (turnover rate and average years of experience) of equitable staffing should be adopted in the continuing pursuit of equal opportunity.

The precise figure to be used in determining which schools will and will not be eligible to receive new assignments or transfers of regularly certified teachers should be an administratively feasible approximation of the city-wide percentage of regularly certified teachers as determined on an appropriate date at intervals of perhaps three years.

It is noted that this recommendation modifies the policy on teacher transfer presently incorporated in the collective bargaining agreement between the Union and the Board of Education. Presumably, implementation of this proposal would require renegotiation of the transfer policy with the Union. This renegotiation should be an undertaking of top priority. Clearly, the recommendation contained herein on assignment policy would be totally ineffective unless simultaneously applicable to both transfer and assignment procedures.

Exceptions to this proposal for the modification of assignment and transfer policy should be permitted only to promote and encourage integration of staff throughout the system. For instance, Negro teachers wishing to transfer, for the purpose of effecting staff integration, to a school in a relatively favored neighborhood enjoying a regularly certified percentage better than the city-wide percentage would be allowed to move. Also, to provide proper incentive for FTB's to seek and achieve regular Board certification status, it would be advisable under the modified assignment and transfer plans recommended herein to specify that FTB's in schools with a better than city-wide regularly certified percentage would be subject to reassignment at the end of a two-year period. This recommendation, too, would require renegotiation of a provision of the collective bargaining agreement between the Union and the school Board.

We cannot stress too strongly in making these proposals for modification of assignment and transfer policy our awareness that, by restrictively modifying such policies, more harm than good may be done to the system through an increased resignation rate unless, simultaneously, other proposals contained in this report for making inner city teaching jobs more attractive are adopted.

Teacher Responsibility and Incentives

Since the problem under discussion is, at least in part, one of acceptance by Chicago teachers of professional responsibilities, challenges, and opportunities, we recommend the adoption of a program which will (a) make Chicago teachers acutely aware of and professionally involved in the problems of adequate staffing of all Chicago schools, and (b) enlist the aid of Chicago teachers in solving creatively the problems which are the subject of this report. A "professional dialogue" from Superintendent to classroom teacher might be undertaken regarding the need for equity and adequacy in the staffing of the schools and regarding the rationale which underlies the educational need for integrated staff and student bodies. One proposal for initiating and sustaining such a dialogue follows.

A. A day-long city-wide meeting (with remuneration) of interested teachers and administrative personnel could be held. The initial conference heavily publicized would, ideally, provide for participation by the Superintendent, several board members, and top administrative officials in the system as well as classroom teachers. The conference day might be split between presentations outlining the dimensions and professional consequences of the problem and numerous small group discussions among teachers whose involvement in and ideas for the solution of the problem would be solicited. Reports of the discussion and problem-solving sessions would be preserved and used as a basis for future planning.

B. Using perhaps some teachers who attended the initial conference as a leadership cadre along with top administrative personnel, conference discussions and problem-solving sessions concerning the staffing and integration problems could be conducted among teachers at the district and in many cases at the school level.

It is difficult to predict what the participation in or results of such a program as suggested here might be. Certainly, the dimensions and challenge of the staffing and integration problem would receive widespread publicity; many teachers would undoubtedly become more conversant than they are now with the opportunities which exist in present programs (e.g., the transfer-on-loan). Creative suggestions and practical solutions to the balanced staffing and integration problem might emerge from teacher consideration of the problems and issues. Finally, it is at least possible that significant numbers of teachers might be stimulated and educated to a new or heightened awareness of their professional responsibility to aid in the alleviation and solution of a massive educational problem in the Chicago system.

The teacher exchange program should be modified to cover shorter periods than one year (perhaps periods as short as one week) to provide a noncommitted exposure to the challenges of the central city for teachers who might be hesitant to risk transfer for an entire year. This program should be more heavily and effectively publicized than has been the case in the past. Also, through both teacher and administrator initiative, schools and/or districts might be paired for purposes of teacher exchange, and for pooling, sharing, and discussion of common ideas and problems among teachers and administrators.

The present transfer-on-loan program should be continued and more heavily and effectively publicized than has been the case in the past. Emphasis should be placed upon the significant professional and additional monetary rewards which are available to teachers who participate in the program. Special recognition should be accorded teachers who participate in the program, and those teachers should be utilized to publicize the opportunity and satisfactions of the loan program, possibly in meetings with teachers in schools and districts throughout the city.

Disappointing results to date with the transfer-on-loan plan carry some implication that significant additional financial incentives, per se, will not attract large numbers of teachers to inner city schools. However, because of the additional required teaching period, the nature of the late afternoon family obligations of many teachers, travel difficulties, and other factors, it cannot be conclusively stated that financial incentives alone would not be significant in inducing teachers to transfer to difficult schools. Moreover, even though significant financial incentives may not be inducing experienced teachers to transfer to ESEA or inner city schools in great numbers, additional money available in those jobs may be playing a role in retaining teachers and in reducing turnover in the schools in disadvantaged areas.

After as close a consideration as possible (in the limited time available to us) of various essentially financial incentives proposed and utilized in Chicago and elsewhere to induce teachers to transfer to or remain in inner city schools, we do not feel that any recommendation for adopting any additional programs of financial incentives can be justified at this time. However, we strongly urge that a research study be undertaken to determine those financial and quasi-financial incentives which have been or might be effective in attracting qualified and experienced teachers to inner city schools and inducing them to remain there. Such a study should consider the alternative, among others, of guaranteeing twelve months of employment to all inner city teachers who desire it.

Recruitment, Preparation, and Early Development of Teachers

Since the new recruit to the system lacks the experience and advanced training which we need more extensively in the inner city, we have concluded that an important goal to be sought, which will ultimately bring these benefits to schools in disadvantaged areas, is the reduction of turnover and the fostering of an inner city career commitment among young teachers in these schools. Thus our concern is for the preparation, recruitment, and in-service training of new teachers which will have an important effect on their ability and willingness to serve on a continuing basis in the central city where they are most needed.

Recruitment of teachers for the inner city is based upon the assumption that there indeed are persons willing to serve in those schools. While there are such persons, the number has been insufficient. Often those who accepted inner city assignment had no strong commitment to the tasks of the school, and early sought to transfer out. If the possibilities of recruitment and retention of teachers in the inner city schools are to be improved, there needs to be a substantial number of teachers with career commitment to service in those schools.

The limited pool arises in large part from traditional social and racial separation, lack of communication, stereotypes, and the attendant misunderstandings. All these elements tend to reduce the pool available for assignment to inner city schools, to make such assignment "undesirable," and to prompt early transfer out.

Teacher preparation institutions have a critically important part to play in bringing about needed attitudinal change. If they are to serve the city's needs, they have an obligation to provide a reasonable number of teachers who have insight into the tasks of the inner city schools and commitment to service there. In order to accomplish such changes in attitude, the program of preparation needs to include such meaningful experiences as will break down traditional stereotypes and create realistic conceptions of the tasks and opportunities in schools in lower socioeconomic areas. Training institutions should develop understanding of the dynamics of urban life, develop understanding and skill in group instructional work, and provide realistic guided contact with the schools.

Cooperative efforts between the Chicago public schools and teacher preparation institutions should emphasize instruction regarding the city, and initial work contact in the inner city through student teaching, cooperative work-study, teacher corps, and service as teacher aides. Teacher preparation institutions in the area indicate that they have a concern for the problem and are at various stages of developing plans which may help substantially in dealing with the recruitment of teachers for the inner city.

It is recommended that a joint planning board be established with representation from the Chicago schools and teacher preparation institutions. Through it, proposals could be developed and a variety of interrelationships (e.g., joint appointments) could emerge. Illustrative of those possibilities are the cooperative projects between DePaul University and the Oscar Mayer Elementary School and that between Roosevelt University and the Beethoven Elementary School.

Other cooperative undertakings should be developed. One possibility is assignment of groups of potential teachers, late in preparation but prior to employment, to district superintendents or to schools in inner city districts for brief periods of exploratory service with remuneration. Since the family and relatives often play important roles in such employment decisions, their involvement can be helpful. Assignment of groups on a friendship basis may prove useful.

In addition to developing a sufficient number of persons who desire to teach in the inner city schools, there remains the need for careful attention to early development in the job of teaching. The instructional groups recommended in this report are intended to meet this need, among others.

In order to encourage and promote better teaching service in inner city schools, the universities, schools, and the profession have obligations to undertake such steps as seem reasonably calculated to achieve that end. One area in need of attention is the provision of professional help and encouragement for teachers to complete certification requirements.

Staff Integration

Integration of the staff of the public schools of Chicago is an important aspect of the total integration program. While integration is important in society as a whole, it is of particular significance in schools because of the educational shadow it casts into the future. Its importance has been recognized by the Board of Education which on August 20, 1964, adopted the following statement of policy: "The Board of Education, City of Chicago, hereby reaffirms a policy of integration for all its employees."

The recommendations that have been made with respect to staffing patterns can be expected to promote greater staff integration. The recommendation to base assignment and transfer in each school on the percentage of regularly certified teachers in the total system can be expected to affect some measure of integration. The transfer-on-loan and teacher exchange programs are calculated to break down inhibiting fears and uncertainties which deter service in the inner city. The recommended use of instructional groups provides opportunities for continued integrated professional interaction.

All of those activities, however, do not guarantee the extent of staff integration that is appropriate. Some of the forces which act to prevent a desirable level of integration include the following: (1) There is fear and uncertainty about community reaction and possible harassment. There is also fear arising from long standing stereotypes and misconceptions which increase the anticipation of personal hazards in the process of integration. (2) There is also fear and uncertainty about how one will be accepted by one's colleagues in the school. With this is linked the possibility of finding conditions which might have a negative effect upon career plans. (3) For the capable Negro teacher, transfer to a predominantly white community can represent desertion of his "own" people who need so very much the services he can give. Many, therefore, are inclined to remain and serve in the inner city. (4) Finally, of course, staff segregation is reinforced by segregation in housing.

Recognizing the reality of the forces at work to maintain segregation, it is unduly optimistic to think that the recommendations on staffing patterns already made in this report will be sufficient to achieve adequate integration across the system. A more positive approach to assignment and transfer for staff integration might be possible were it not for state law forbidding employment or assignment on the basis of race.

Other opportunities to effect staff integration have been pursued recently in the placement of students for practice teaching, in group or team assignment of persons of the same racial background, in short-term extension of integration through the summer programs, and in exchanges of teachers between predominantly Negro and predominantly white school staffs. Cooperation between the Personnel and Human Relations departments is developing further approaches to voluntary integration. Members of those departments as well as others in the system are seeking, on the basis of experience, the most effective ways to accomplish staff integration.

Determination of the Board of Education and the Chicago Teachers Union to work cooperatively toward integration is reflected in Articles 10-2 and 43-1 of the current agreement between the parties.

Activities in Progress

In planning a comprehensive program for the weeks and years ahead, it is necessary to consider elements of that program which are already in progress and which should be continued as part of the multi-faceted attack not only on the problems of integration, but on that of providing equality of educational opportunity and the highest quality of educational program to all pupils.

The assignment of teachers to summer schools affords an excellent opportunity to place teachers in such a manner as to increase faculty integration. Fearful white communities are not as severely threatened by an eight-week assignment of a Negro teacher and the teacher is more willing to accept short-term placement in a school in such an area. Negro and white teachers are more willing to accept assignments that require them to travel longer distances and to try a different school experience for the short eight weeks involved. The experience, though brief, has real value for both teachers and students who need this exposure.

Though, as in the past, teachers indicated their preference of schools, in the summer of 1967 a definite and conscious effort was made to place teachers in the regular summer schools so that as many students and faculty members as possible would have the experience of working with persons of another ethnic group. One problem was that of travel distance; another was the requests of principals for specific teachers to carry certain programs; and a third was the necessity to guess the racial identity of the teachers. Few teachers, however, if any, refused to accept their assignments.

A racial head count of summer school teachers was made during the summer term, but unfortunately none was made in the summer of 1966 which could be used for comparison. Rough comparisons can be made, however, of the racial dispersion of teachers in the summer as compared with the status when the last faculty head count was taken in May, 1967. These comparisons indicate that 111 of the 117 schools conducting long established summer programs had both Negro and white teachers on the faculty. Twenty of these same schools were reported as segregated in the regular school racial count in May. In addition, the percentage of integration in many schools with a preponderance of one race moved toward a more balanced racial compostion. This special summer program of integrating faculties should be continued.

As a result of their deliberations during this study, the Subcommittee on Faculty Assignment Patterns realized that, if integration of faculties is to be increased, attention must be given at once to teacher assignments which are in progress during the summer. To wait for the completion of the study and final report would require waiting until the next summer to make any significant impact on assignment patterns.

One problem in the past has been to get Negro teachers assigned to all-white schools. To avoid conflict with the prohibition in Illinois law* against considering race in the employment of teachers, the Department of Personnel secured the assistance of the Department of Integration and Human Relations, which has no responsibility for employment. Telephone conferences and individual interviews were scheduled by a staff member of that department, first with newly certified teachers assumed to be Negro prior to their placement interview in the Department of Personnel. Each teacher was reminded of the importance for the education of all children that they have some contact and acquaintance with persons of ethnic backgrounds other than their own in preparation for their successful adjustment in the multi-racial, multi-cultural world in which they will live as adults. The teachers were informed of the existing vacancies and assured of support in the new situation.

Because primary vacancies were filled before this plan was initiated and since most of the other vacancies to be filled by newly certified teachers at this time were inner city schools, the number of teachers involved was small but the process was established and is being repeated for the assignment of full-time basis (FTB) teachers holding temporary certificates. One clause in the contract with the Chicago Teachers Union may serve as a deterrent. This clause gives an FTB the privilege of returning to the same school for the next year unless he or she has been rated as an unsatisfactory teacher. Another deterrent is that the Negro teacher is called upon to travel a long distance, in most cases, to reach the all-white school because of the residential patterns of this city.

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*Attention should be given to the value of a modification of the law to permit consideration of race in the assignment of teachers in order to achieve integration.

One factor which is helpful is the change in policy adopted in the contract with the Chicago Teachers Union which requires that any school with 95 percent of its faculty regularly certified (assigned) must take 5 percent as temporarily certified teachers (FTB). Formerly a school could continue to receive assignments or transfers of experienced teachers unless 95 percent of the teachers were on tenure. This new policy has the effect of slowing down the transfer of experienced teachers from the inner city and of leaving, therefore, some openings for temporary teachers in the schools in primarily white communities.

This procedure for increasing integration of faculties should be continued as a cooperative activity of the Departments of Personnel and of Integration and Human Relations. Added to the many recommendations in this report for attracting and retaining teachers, Negro and white, in the inner city schools, we expect more significant results next year in moving toward a correction of the racial imbalance which now exists in the faculties of our school system.

Negotiations for the first contract between the Board of Education and the Chicago Teachers Union were completed during the period of this planning grant. Members of the general committee to prepare this report were involved at various times in the negotiations. It is our firm belief that if quality integrated education is to be provided for the children of Chicago, there must be a cooperative effort and real commitment on the part of teachers as well as administrators and the Board of Education. The following sections from the Union-Board contract state the policy and set the framework for this cooperative effort to achieve a more equitable distribution of regularly assigned (fully certificated) teachers and a more representative racial composition of school faculties through the public schools:

> Article 9-4. In view of the fact that approximately 25 percent of all teaching positions in the Chicago public schools are occupied by temporarily certified teachers -- ranging from no temporarily certified teachers in some schools to as many as 70 percent in other schools -- the Union and the Board agree to work cooperatively toward the goal of achieving a more equitable distribution of regularly appointed and temporarily certified teachers throughout all the public schools.

Article 9-5. It is further agreed that the President of the Union and the General Superintendent will designate representatives to confer and develop a long-range plan to achieve a fair and equitable distribution of experienced regularly appointed teachers throughout the Chicago public schools. Such a plan would be implemented during collective bargaining negotiations for the 1968 calendar year.

Article 10-2. The Union and the Board will work cooperatively to develop and implement policies with respect to the assignment of teachers in such a manner as to lead to the achievement of representative racial composition of school faculties and of a more equitable distribution of regularly assigned teachers.

Article 43-1. In order to implement the joint policy of the Board and the Union to work affirmatively to give each child the advantage of an integrated school, the Board agrees:

(1) In concert with the Union, to encourage regularly assigned teachers to apply for transfers to schools with faculties with 80 percent or more of a different racial group.

(2) In concert with the Union, to encourage the extensive use of curriculum, texts, and supplementary materials which represent contributions made to civilization by all elements of our population.

(3) As funds are available, to develop program and select schools to receive the services and personnel required to deal comprehensively and effectively with the total needs of a child in a school so that all elements of a sound educational structure are present, such as drastically reduced class size, additional teachers, additional counselors, reading specialists, psychologists, and teacher aides.

A pilot program to exchange teachers and students between Chicago and several suburban communities is being initiated as a joint project in which the Chicago public schools are participating. The program, Project Wingspread, is intended to attack the problem of racial isolation and to encourage cultural diversity in classrooms. Under a planning grant through Title III of the United States Elementary and Secondary School Act, the project in its first year will involve an experimental teacher exchange between Chicago and suburban schools.

Several teachers took advantage of the teacher exchange program and were enthusiastic about their experience which was of five months duration. Some teachers are participating in the teacher-on-loan program and are now teaching in inner city schools for one year.

Teachers in inner city schools do have an opportunity to earn additional salary for after-school programs and for in-service education. This has drawn a few experienced teachers to the inner city and may be serving to retain others.

A limited effort has been made in some schools funded under ESEA to make teacher aides available in supportive roles. The response from both teachers and aides to these opportunities has been most encouraging.

Meetings have been held with representatives of teacher preparation institutions to secure their support for efforts to redress educational deprivation wherever it exists in inner city schools.

The May 1967 head count shows a decrease in all-white faculties from 44 percent in 1966 to 33.8 percent currently.

RECOMMENDATIONS
FACULTY ASSIGNMENT PATTERNS

It is recommended that:

1. As an important element in improved staffing and instruction in inner city schools, a program of staff instructional groups be initiated utilizing members with different levels of preparation and task competence and providing for improved staff development and utilization. The recommended group should include highly qualified master teacher group leaders, less experienced teachers and aides, interns, and practice teachers, permitting flexibility and differentiation of roles and rewards. Specifically, the recommendation is intended to assure to inner city schools master teachers backed by other teachers and aides together with strong in-service assistance and attractive conditions and incentives which will make for more effective and stable staffing.

    a. The program be initiated and developed, at the outset at least, in the inner city schools.

    b. Principals be encouraged to test out and assess the feasibility of various forms of instructional groups.

    c. During the period of transition to instructional groups, priority be given to the assignment of master teachers on the basis of one master teacher to five provisional teachers and one master teacher to every ten temporarily certified teachers who are filling long-term vacancies.

2. A concentrated in-service training program be provided for principals about to assume positions in inner city schools.

3. District administrative officers prepare and implement programs in which principals of inner city schools may be grouped so that they may share experience, capitalize on special interests and competencies, and provide mutual resources in solving administrative problems.

4. A study be initiated on staffing in the inner city schools to determine the effect of principal turnover.

5. Turnover reduction, staff stability and retention, and development of requisite staff esprit and commitment be recognized as an important goal and responsibility of the building principal.

6. A study be undertaken to determine the effect and impact of the present practice of principal visitation on the fair and equitable distribution of staff.

7. A requisite for admission to the principalship examinations be, desirably, three years, or an absolute minimum of two years, service in one school in a low socioeconomic area.

8. The program of services for children who present serious discipline or learning problems be expanded.

9. Consideration be given to (1) provision, as soon as is practicable, of guarded parking lots immediately adjacent to schools in disadvantaged areas of the city; (2) the possibility of having teachers who will accept assignment to inner city schools report for work at a central location (in the Loop or at central locations within each district in neighborhoods posing little or no threat to personal safety) from which they would be transported in groups to the schools in which they work and back again in the evening.

10. The teacher aide program in inner city schools be expanded immediately, without awaiting implementation of instructional team recommendations.

11. A city-wide advisory committee representing community organizations and the school system be established for the purpose of proposing ways in which inner city school communities and the staff of the schools may be mutually helpful in achieving and maintaining equitable staffing.

12. Programs be expanded by district superintendents and principals to enlist the aid of local groups and organizations in an attempt to induce the local community to assume some measure of responsibility for teacher-community relationships.

13. The Board of Education adopt policies and procedures on assignment and transfer which will result in having in each school the same percentage of regularly certified teachers as the percentage which exists for the system as a whole.

    a. Teachers regularly certified (by examination) not be assigned or transferred to schools in which the percentage of regularly certified teachers is more favorable than the percentage for the system as a whole.

    b. An administratively feasible approximation of the city-wide percentage be determined periodically and set on an appropriate date, perhaps each third year.

    c. Exceptions to the recommendation on assignment and transfer be allowed in order to promote and encourage staff integration.

d. Temporarily certified (FTB) teachers in schools with regularly certified teacher percentages more favorable than the city-wide percentage be subject to reassignment at the end of a two-year period.

14. The teacher exchange program be modified to cover periods shorter than a year (perhaps periods as short as a week) and be more publicized. Schools and/or districts might be paired for purposes of teacher exchange.

15. The transfer-on-loan program be continued and be more publicized, with emphasis upon the professional and economic rewards available and with special recognition for the participating teachers who could also participate in the publicizing of the program.

16. A research study be undertaken to determine financial and quasi-financial incentives which might be effective in securing and retaining experienced teachers in inner city schools.

17. A program be adopted (illustrative example discussed in this report) which will (1) make Chicago teachers acutely aware of and professionally involved in the problems of adequate staffing of all Chicago schools; and (2) enlist the aid of Chicago teachers in solving creatively the problems which are the subject of this report.

18. A joint planning board on teacher preparation be established with representation from the Chicago schools and teacher preparation institutions with the purpose of encouraging and promoting better teaching service in inner city schools.

19. Consideration be given: (1) to assignment of groups of potential teachers, late in preparation but prior to employment, to district superintendents or to schools in inner city districts for periods of exploratory service with remuneration; and (2) to ways in which family, relatives, and friends may be involved in orientation to employment in inner city schools.

20. Attention be given to the value of a modification of the Illinois School Code, Section 24-4 to permit the consideration of race as a factor in the assignment and transfer of teachers in order to promote staff integration.

21. Additional staff be appointed to work with the Departments of Personnel and Integration in implementing the proposals and recommendations of this report with reference to equitable staff balance, and liaison and cooperation among the Chicago schools, teachers' organizations, teacher preparation institutions, community groups, and the like.

22. A study and evaluation of the procedures and practices of the Board of Examiners be undertaken in order to determine how its operations may best contribute to the alleviation of the staffing and assignment problem in the Chicago schools.

23. Provision continue to be made for systematic data collection and organization on the basis of indicators of degree of staff integration and balance.

BOUNDARIES AND STUDENT ASSIGNMENT POLICIES

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BOUNDARIES AND STUDENT ASSIGNMENT POLICIES

For the past decade or two, most of the public school systems in America have been faced with a myriad of problems.

First, enrollment increases have had serious impact on the continued effectiveness of the public schools. In Chicago since 1951, the enrollment increases for the elementary and high school grades have averaged almost 14,000 pupils per year. The enrollment problem has been further accentuated by shifts in population within the city. Were the increases each year to be borne equally by all 550 school units, it would have been easier to cope with the problem. The opposite has been true, wherein less than 50 percent of the total schools have felt the impact of the great majority of the total influx of students.

Chicago has attempted to use its normal procedures for dealing with the increased numbers of students; namely, to adjust attendance areas between schools to spread the additional students more equitably over the available facilities, to change the grade patterns in schools when it was felt that this procedure would help, to rent community facilities, to provide temporary classroom space in the form of mobile units, and lastly, to build new schools and additions to schools where they were needed.

A second major problem, that of providing the necessary staff to cope with the enrollment increases, is treated in another section of this report.

A third major issue, that of improving the quality of education for each and every pupil, is a goal which every school system and every educator constantly strives to achieve but never quite reaches. With the in-migration into the large urban centers of substantial numbers of families who have suffered every form of deprivation, it becomes the responsibility of many agencies to remedy the deficiencies. The public school system must play an important role in supplying positive programs. In Chicago, through ESEA funds, such programs have been developed, including Head Start, child-parent education centers, reduced class size, special reading and library programs, field trips, and special cultural experiences. These programs are having a positive impact upon the problem of upgrading the deprived students.

A fourth major concern of the public schools of the great cities of America is the desegregation of pupils within the school system and the stabilization of communities which have become integrated. In Chicago many children live in communities and attend schools which provide no opportunity for normal contacts with persons of other racial or ethnic groups.

"The members of the Chicago Board of Education believe it is the responsibility of the school to prepare children for the multi-cultural, multi-racial world in which they will live as adults."* One aspect of this preparation is the provision of a racially integrated educational program of high quality for all of the children. Meeting this responsibility has been made more difficult by the increase in the percentage of minority group children as compared with the percentage of white children enrolled in the public schools. This change, in large measure, reflects residential changes within the city which have been a cause for serious concern by those responsible or deeply interested in the future of Chicago. "Unless this trend is reversed," states the Chicago Region, Illinois Congress of Parents and Teachers, "the city will continue to find its problems and expenses multiplying at the same time that its resources and tax base decline."** Nor can the suburbs afford a debilitation of the city upon which they depend for so many necessities.

Efforts have been made to further integration through attendance area adjustments, voluntary permissive transfer programs, open enrollment in vocational and technical high schools, and in the planning and building of new school facilities. These efforts have met with varying degrees of success. Other efforts are being made to build the positive human relationships which will make integration more easily possible and more enduring.

City-wide programs have brought together students of the Chicago public schools of all races and cultural and socioeconomic backgrounds around a common area of interest and competence. The all-city chorus, all-city band, and all-city orchestra meet regularly throughout the year. During the summer the city-wide art program and the Foreign Language Day Houses provide the same intergroup experience, as does much of the summer enrichment program.

A number of schools concerned with building good human relations and interracial understanding have developed cooperative programs with schools in a different ethnic population, some in the suburbs. Human relations workshops have been conducted for teachers in schools enrolling Negro students for the first time.

The high school permissive transfer plan permits any student in a high school more overcrowded than the city-wide average to transfer to a school less crowded than that average. In 1966, an exception was made in the case of eight high schools where such transfers would tend to accelerate the segregation of an already integrated school. As a result of the permissive transfer plan, only four high schools in 1966-67 and two in 1967-68 will have no Negro students enrolled. In two schools where no Negro pupils reside in the community, the student population is more than 10 percent integrated.

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*Policy Statement adopted by the Board of Education, City of Chicago on February 13, 1964.

**A study on Stabilization of Integrated Schools, Chicago Region, Illinois Congress of Parents and Teachers, adopted May 26, 1967.

The completion of Jones Vocational School with its increased facilities and the concern of the staff for increasing the number of minority group students enrolled at Jones gave rise to a more comprehensive recruitment program. Care was taken to assure that all high schools were informed of the program and openings at Jones. An analysis was made of the students who applied for admission. One counselor from each school which had no applicants was invited to the school to inspect the facilities and to learn more about the program. They were urged to acquaint their home school students with the facts about Jones and to encourage girls interested in a business career to consider a transfer to the school. Further steps will be taken to encourage Negro girls to enroll at Jones which now has many of the elements to make it a magnet school.

It is recognized that more far-reaching plans will be necessary for achieving extended integration while at the same time stabilizing the city through reassurances to the white community. It is understood that it will not be possible for a long time, if ever, to achieve complete integration because of the segregated housing pattern in Chicago. A quality education with all that it assumes must be made available to all children who remain in Negro segregated schools.

The January 1967 report of the United States Office of Education recommended that the Board of Education prepare "a plan appropriate to Chicago to lessen segregated education, and indeed to reverse trends of increasing segregation where possible."***

The outside specialists who served as consultants to the staff committee on Attendance Area and Student Assignment Policies provided a wide range of background and rich experience in dealing with the aforementioned and other related problems. In their statement which is presented as an appendix to this report, they have provided the reasoning and foundation for consideration of the staff and citizenry as we together attempt to solve our common problems.

***A report on Office of Education Analysis of Certain Aspects of Chicago Public Schools under Title VI of the Civil Rights Act of 1964.

RECOMMENDATIONS
BOUNDARIES AND STUDENT ASSIGNMENT POLICIES

The members of the staff who participated with the outside specialists in studying the attendance area and student assignment policies of the Board of Education submit a list of assumptions upon which they present the recommendations which follow.

Assumptions

A. That integration is desirable for white and Negro children alike.

B. That every effort should be made to retain the white population and promote stabilization in integrated school situations.

C. That the responsibility for integration should be shared by all of the white community by maintaining fixed racial proportions in the schools.

D. That efforts should be made to provide cooperative programs with the private and parochial schools in the city as well as the suburban schools in the metropolitan area.

E. That the present housing segregation pattern in this city will probably continue for some time, making it necessary for the Board of Education to continue to improve the quality of education in all schools and particularly in the ghetto schools.

F. That the transporting of students by the school system is necessary to achieve racial integration.

G. That the funds to implement the recommendations should be available from state or federal as well as local sources.

Short Term Recommendations

A. Non-Contiguous Attendance Areas

1. Fringe Area Schools (These are integrated schools, both high and elementary, located in most cases between the Negro segregated and the white segregated schools).

    a. Limit the Negro or other minority percentage in the fringe area schools to a viable racial balance.

b. Select geographic blocks within the integrated school attendance area which are predominantly Negro and each year transfer all pupils living therein in grades 9 in the high schools and in grades K-6 in the elementary schools, to schools in non-adjacent areas of the city where integration would be achieved. Ninth grade students would remain through the succeeding grades until they graduate. Similarly the K-6 grade students would remain through their graduation from eighth grade. Upon graduation from the elementary school, the student would be eligible to enter the high school to which the receiving elementary school sends the majority of its graduating pupils.

c. Assign these blocks to the receiving school attendance area as non-contiguous segments.

d. Provide transportation for the elementary pupils from a convenient selected point in the sending school area to the receiving school and return to the starting point.

e. Provide adult supervision on the bus in the person of a teacher or teacher aide. Experimentation is recommended to formulate plans to utilize the transit time profitably.

f. Consider paying carfare for high school students who are transferred to a new high school under this plan.

2. Outer Area Schools

a. Limit the number of minority pupils transferring from the non-contiguous blocks of the attendance area of a receiving elementary school to not more than 15 percent. This racial balance must take into account the full complement of pupils to be transferred.

b. Limit the number of minority students transferring from non-contiguous blocks of the attendance area of a receiving high school to not more than 25 percent.

c. The geographic blocks in which these students reside will become a non-contiguous part of the receiving school's attendance area.

d. Provide additional educational staff and services to meet the needs of the pupils enrolled.

e. Provide in-service education in human relations for the staffs of the receiving schools.

B. Intra-Community Pilot Program

Develop a pilot plan in one area of the city to provide more equalized racial percentages in the existing elementary schools.

1. Attempt to equalize the minority percentages in the selected schools.

2. Consider transporting students where distance becomes a factor.

C. Voluntary Permissive Transfer Plan

Continue voluntary permissive transfer programs to relieve overcrowding, to achieve stabilization, and to promote integration. Limit the racial balance in the receiving schools to the viable percentages previously indicated.

1. Continue the high school program based on city-wide averages of enrollment compared to rated capacities.

2. Continue the transfer program for elementary students, giving priority to those schools which are overcrowded.

3. Consider the necessity of providing transportation for those living excessive distances from the receiving school.

D. School Attendance Area Adjustments

Continue examining the school attendance areas to assure those changes in boundaries which in addition to equalizing enrollments within capacities and eliminating traffic hazards will promote racial integration and contribute to neighborhood stabilization. Limit the racial balance in the receiving schools to the viable percentages previously indicated.

E. Site Selection

Select sites and plan and build new schools in a way that will promote integration wherever possible.

F. Public/Private School Cooperation

Develop new and inventive programs in the specific area of public/private school cooperation to create more opportunities for integration programs.

G. Metropolitan Area Councils

Create a Metropolitan Area Educational Council.

1. Expand exchange programs between the city and the suburban community with special emphasis upon those programs which will promote greater interracial understanding.

2. Acquaint the suburban community with the pertinent demographic facts of the urban community and the need for added financial resources within the inner city.

Intermediate Term Proposals

Magnet Schools

Consider the possibility of establishing magnet schools at the high school and possibly at the elementary school level, each to offer exemplary programs in specialized fields.

1. Establish attendance areas for magnet schools on a city-wide basis or at least to an extent great enough to insure that they will be integrated.

2. Provide course offerings and instruction so outstanding that they could not be matched anywhere else in the city and perhaps even in the entire metropolitan area.

3. Plan such schools in attractive non-residential areas, such as the Loop, in large parks, or in white communities adjacent to the suburbs.

4. Consider establishing magnet schools in a shared-time arrangement with parochial schools and perhaps other private institutions.

5. Consider the necessity of providing transportation for those living excessive distances from the magnet school.

Long Range Plans

Conduct a feasibility study on the possibilities of establishing educational parks or cultural-education centers.

APPENDIX

BOUNDARIES AND STUDENT ASSIGNMENT POLICIES

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WORKING PAPER ON REDUCING SEGREGATION IN THE ELEMENTARY AND HIGH SCHOOLS OF CHICAGO THROUGH STUDENT ASSIGNMENT AND RELATED PROGRAMS

John E. Coons, Arthur Johnson,
and Michael D. Usdan

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I. INTRODUCTION

We have been employed by the Chicago Board of Education as outside consultants to work with staff:

(1) to review policies for establishing attendance boundaries and assigning students

(2) to determine the feasibility of various actions within the power of the Board of Education to reduce segregation in elementary and high schools through student assignment and related policies.[1] Our basic mandate is consonant with the U. S. Office of Education's recommendation that the Board "engage competent specialists to assist them in preparing a plan appropriate to Chicago, drawing on the wide range of administrative remedies which have been adopted by other school districts to lessen segregated education and, indeed, to reverse trends of increasing segregation where possible."[2]

In discharging our responsibilities we move from the basic premise that the Chicago Board of Education and its administrative staff are committed to doing all they can to implement their established policy in support of racial integration. We also assume that the basic cause of racial segregation in Chicago public schools is residential segregation reinforced by the Board's neighborhood school policy.

We are under no illusions about the complexity of the issues to which we address ourselves in this working paper. Meaningful mitigation of segregation in a city as racially polarized as Chicago will require wholesale changes in public attitudes -- changes which are not readily legislated. We are also fully cognizant of the political and other difficulties inherent in implementing some of the recommendations that are included in this report. We believe, however, that the steps suggested in the following pages offer viable approaches to ameliorating America's most pressing problem. There are no panaceas for the problem of racial segregation but our purpose will have been achieved if we have been helpful in providing just a few approaches that will lead down the road toward a more integrated and democratic society.

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[1] Proposal for School Board Grant Program Desegregation Problems. Section 2c.

[2] Report on Office of Education Analysis of Certain Aspects of Chicago Public Schools under Title VI of the Civil Rights Act of 1964, January, 1967, p.9.

This Committee had very limited time to analyze the Chicago situation in detail. We are familiar with previous studies of the system made by others. Meetings with top staff members of the Board of Education were very valuable in giving us a broad overview of the complexity of the segregation problem. The staff has been most cooperative and helpful. A number of sessions with prominent civic and educational leaders have also broadened our perspectives. Two members of the Committee itself have previously made intensive studies of Chicago's school problems. Nevertheless, despite intensive attempts to familiarize ourselves with current problems within the limited time available, we do not feel that we possess sufficient detailed information to give very explicit recommendations about specific attendance areas.

We also saw no purpose in rehashing the charges and countercharges which have plagued the school system in recent years. These charges have often generated more heat than light. We interpret our mandate to be to examine the existing situation and to present some broad suggestions for arresting patterns of increasing racial segregation and to explore how long range planning might help to promote both integration and educational excellence. We have developed in general terms what we hope will be a series of useful steps that can be taken at different time intervals to mitigate racial segregation in the schools of Chicago and contribute to quality education for all.

The extent of residential and educational segregation in Chicago has been well documented elsewhere and needs no elaboration in this report. The fact, however, that the overwhelming percentage of Chicago's students, both white and Negro, currently attend segregated schools (defined as 90% or more of one race) is of paramount importance. The current racial polarization of students must be borne in mind realistically. The harsh fact is that, regardless of what is done within the immediate future to promote school integration, the overwhelming bulk of Chicago's public school students for the foreseeable future will be attending racially segregated schools. This disturbing fact of life is not made easier to bear by the recent report of the U. S. Commission on Civil Rights which suggests the limitations of those efforts at compensatory education which have been conducted in racially segregated schools. Nevertheless, any realistic integration plan in a city as segregated as Chicago will take time, and the needs of thousands of ghetto youngsters now attending school cannot be sacrificed. These youngsters have an opportunity to attend school only once, and it would be morally reprehensible to ignore their acute needs while longer range integration plans were being projected. Barring totally unforeseen developments, these integration plans will affect only a small fraction of ghetto youngsters for the next decade or so. The short term educational needs of the current school age generation cannot be ignored. Every possible effort must be made now to provide the financial and human resources necessary to ameliorate conditions and provide quality education in the inner city schools. Further, whatever improvements are effected in education within the ghetto, youngsters attending segregated schools -- black or white --

should be provided, as part of their education, more opportunities for integrated experiences. We will expand on this point later.

Other unpleasant facts must be faced by proponents of racial integration. Unless the current exodus of whites from the city is quickly arrested, the question of school integration may become academic. Chicago will become a predominantly Negro city unless dramatic action is taken soon. Anyone who carefully analyzes the block-by-block neighborhood patterns of Negro in-migration and white flight cannot help but see the handwriting on the wall for Chicago as well as other large cities. The immediate short range goal must be to anchor the whites that still reside in the city. To do this requires that school authorities quickly achieve and maintain stable racial attendance proportions in changing fringe areas. If this is not done, transitional neighborhood schools will quickly become predominantly Negro as whites will continue to flee. One does not have to be a sage to predict this result. This has happened to dozens and dozens of schools in Chicago and other urban areas.

In Chicago the pressure to integrate often has been placed on those elements of the white population that are least prepared. Working class whites who are often just one step ahead of the encroachments of the rolling ghetto are less secure economically and socially than their middle class counterparts. The Negro is perceived as a threat and appears to jeopardize their tenuous economic security and social status. We will propose (our rationale will be explained subsequently) that Negro enrollments in the schools in these changing sections of the city be limited and fixed immediately. If this is not done by the Board of Education (which we feel should welcome a test of such a policy's legality), long range planning for racial integration of schools within the city of Chicago's boundaries will be a futile exercise.

Any meaningful plan to mitigate segregation must be predicated on some kind of time projection. We have couched our recommendations in terms of their short, intermediate, and long range applicability. These time demarcations are admittedly arbitrary but provide, we hope, a viable and realistic framework within which integration plans can be formulated and implemented with maximum community understanding and involvement. "Short term" will be used to refer to policies which can be put immediately into full operation or can become operational within roughly three years; "intermediate" will be used to describe plans that could become operational within three to seven years; and "long range" will mean that roughly ten or more years will be required for full implementation. Note that these categories do not refer to the expected life span of any policies but only to their full implementation. Some of the "short term" policies suggested (which might even be undertaken administratively) should be permanent features of the school system. Note also that "long range" programs should be initiated at once. Only their ultimate fulfillment is reserved for the future. We hope, but do not expect, that our time projections are too conservative.

Before turning to the main body of our report, it is important for us at this juncture to express some basic premises that underlie our recommendations. First, we believe that a much more meaningful degree of integration is possible in Chicago. Second, although exposure to children of all races is important to youngsters of all ages, if priorities must be set in the course of long range planning, we believe that special emphasis should be placed upon integrating youngsters as early as possible in their educational experiences. Third, we believe that the Board of Education must specifically commit itself openly and candidly to a concrete long range, phased integration plan which can be readily understood by the many publics it serves. The board in formulating its short, intermediate, and long range plans should avoid the act-react syndrome which has characterized its past responses to integration pressures. The Board should articulate its policies clearly and explicitly so that the community can face the future objectively. A clearly stated long range policy with its concomitant of predictability could do much to dispel community unrest; it also may help to anchor more whites in the short run and thus to maximize chances for meaningful integration in the long run. Fourth, however, in any such plan flexibility must be maintained. The Board and its administrative staff should not wed themselves to any single device to achieve integration. Neither busing, cluster or Princeton plans, magnet schools, transfer schemes, or educational parks alone will provide a panacea for integrating a city of the size and current demography of Chicago. The Board should be willing to consider any and all techniques that may truly promote integration in the long run. Fifth, while committing itself to the long range goal of integration, the Board should be cautious about short range palliatives. Ad hoc solutions devised as expedients to relieve immediate pressures can be self-defeating in the long run.

The Board and administration should make strenuous efforts to develop new and inventive programs in the specific area of public/private school cooperation. This working paper will suggest variations of shared time arrangements with nonpublic school systems which could contribute to integration and quality for the schools of all systems. However, we are convinced that there are many more possibilities for cooperation which could be uncovered by continuing liaison with leaders in private education. There are indications that overtures from the public schools in this direction would be welcomed.

The implications of establishing more institutionalized relationships with nonpublic schools are indeed profound. The issue of shared time, for example, is multi-faceted and has already generated considerable controversy in Chicago. It is not our function to either endorse or reject such arrangements or to inject our own opinions on the complex church-state issue. This is a policy matter of the greatest import for the Board of Education and the school administration to consider. Its relevancy to us is simply the fact that the Catholic Archdiocese is the largest in the world. Thousands of white youngsters attend parochial schools and Chicago's church leadership and vast Catholic population

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must be heavily involved and committed to school integration if efforts along these lines are to succeed. The goal of integration is avowedly one of the major policy thrusts of the Chicago Board of Education in the years ahead. If shared time type arrangements are to be utilized in Chicago, comparable commitment to the goal of integration must be espoused and practiced by nonpublic school partners.

Finally, by way of introduction, it is worth observing that many of the suggested steps toward integration raise legal issues. The power of boards of education to act to reduce segregation in the interest of good education is almost universally recognized in American law. The issue is no doubt complicated by the recent decision of the Illinois Supreme Court in the Waukegan case. The court's opinion and the other relevant doctrine and precedent have been carefully considered by the committee in framing all its proposals. Whatever the finality of the Waukegan opinion and whatever its meaning (both are markedly problematical) there is ample room for experimentation. The best advice to the Board and administration that we can offer is to be bold in concept and cautious in draftsmanship. The ambiguity of the Waukegan opinion makes it inevitable that any meaningful reform will generate litigation. There is nothing in such a prospect to deter the system from implementing any modifications that would contribute to better education for all children. Indeed, there is a good deal to be gained in removing the conflict over reform from the arena of the streets to the sober and tempered forum of the law.

II. SHORT TERM POLICIES AND PLANNED INTEGRATION

The success of long range solutions will in large measure be determined by the extent to which the city in the meantime can stabilize its neighborhoods through shorter range remedies. In this regard we must observe that the integration of schools on the fringes of Negro neighborhoods is not always a contribution to long term stability or school integration. Ironically, such fringe integration -- where it is the sole strategy employed -- may increase segregation by serving as the force which sets in motion the familiar white exodus. There is little reason in precedent for whites to believe that the school and neighborhood will remain integrated, and white perception of the situation is the determining factor in the consecutive resegregation of neighborhoods. As we have noted, this picture is all the bleaker when the affected white neighborhood is one of low or modest income and education level, which is often the case.

The lesson for policy makers is plain. To the extent possible the system should avoid forcing the extreme pressures of school integration exclusively upon such vulnerable neighborhoods. Schools on the fringes of the ghetto should be integrated -- federal law may require it; but, when this occurs, prudent administration can, in most cases, control the pressure on the neighborhood in two related ways. First, it can limit the minority percentage introduced in the fringe school; second, it can insure that such pressures are shared by more remote and unthreatened neighborhoods. We will now comment upon certain techniques of administration which promote or impede such effects.

A. Transfer Programs

1. Transfers from Fringe Residential Areas

Transfer programs can help to achieve both stabilization and integration.

One important issue in any transfer system is the question of assignment versus self-selection. Left to self-selection, transfer programs have had largely symbolic effects, for few Negroes transfer. The school system's gesture is helpful to Negro morale, but does little or nothing to stem the flight of whites from the "threatened" neighborhood. For such an effect transfers probably must be based upon assignment of groups of students from the fringes of Negro residential areas, selected by school, residence, or other neutral characteristic, or even by lot. For example, students from designated residential blocks in the sending areas could be assigned to underutilized white schools. Such a system can be looked at merely as the creation of discontinuous attendance areas.

The assignment of students outside their neighborhood may be objected to by Negro parents who prefer that their children attend the segregated neighborhood school. This viewpoint cannot be ignored. Prior to implementation of such a transfer policy the administration must take steps to reassure apprehensive sending area parents that transfer will be beneficial not only in terms of integration but of improved education for their children. The generation of a favorable consensus in the designated sending area is important. If such a consensus is unobtainable, the transfer program would have to proceed without a popular base. In the light of the dismal alternatives such a program perhaps should proceed even without consensus, but every effort should be made to attain it.

With or without consensus in the sending area, involuntary assignment is likely to be viewed by some as unduly burdensome on objecting individuals. In fact, however, such assignment is no more burdensome than compulsory attendance at a neighborhood school, so long as the conditions of the transfer are attractive. The Committee is ambivalent on the question as to whether individuals should be permitted to refuse transfer under such a program. It is, however, firm in its conviction that any such transfer program should be drafted in terms of the initial assignment of all children from the chosen sending unit, whether provision should be left for objecting individuals to request exceptions will require careful consideration. The Committee itself, quite candidly, was unable to resolve this issue in its deliberations.

Obviously transportation must be provided by the system in any program of transfers seriously intended to effect integration. This matter is discussed in a later section.

The selection of receiving schools should be based foremost upon identifying the areas least threatened by residential change. On the average these are likely to be somewhat higher income areas, largely of single family homes and relatively distant from the sending area. Where space does not now exist in such areas it should be created with additions and mobiles. Care should be taken, however, to preserve a stable racial proportion in such schools.

The racial proportions considered stable in integrated schools in the sending areas also should be fixed. These proportions should then be maintained by assigning new arrivals in the sending schools attendance area to the remoter schools in the manner described.

We, in essence, are endorsing the imposition of a racial quota system. This concept is anathema to many. We must confess that we are less than enthusiastic about it in principle. Ideally, we would wish that there were other alternatives. The Committee, however, strongly believes that in present circumstances a racial quota system is the only feasible short range approach that will anchor sufficient members of whites to make meaningful integration even a long range possibility.

2. Transfers from the Ghetto

Finally, with respect to transfer plans, the Committee recommends that a purely voluntary transfer system be available to Negro children attending schools deeper in the ghetto--schools unaffected by the plans suggested above. Experience suggests that few families will avail themselves of the opportunity, and the numbers involved would little affect the general administration of the transfer system. Such a policy, however, has symbolic importance. It would suggest that the interests of the Negro child in the ghetto have not been subordinated to an all-encompassing policy of neighborhood stabilization.

B. Miscellaneous Short Term Measures

The techniques to be noted here are of marginal value even as short range policies. Indeed, as we have indicated, they are often dysfunctional. Nevertheless, they may have occasional utility in special circumstances and should be available as options to the administration.

1. Boundary Changes

There must be a continuing examination by the school board of school attendance areas on the fringes of the ghetto to assure changes in boundaries which will reduce racial segregation so long as those changes also contribute to neighborhood stabilization. Those steps which can be taken in Chicago toward achievement of these objectives are severely limited, but special cases may occur in which school boundaries can be changed to adjust the racial proportions in neighboring schools and achieve a more stable ratio. Great care should be taken that any such changes articulate with the more important transfer policies described earlier and that stable racial proportions are maintained.

2. Site Selection

School board policies relating to and governing the selection of sites for new school construction are primarily long range in their implications and will be emphasized in a later section of this paper. Obviously, the Board must now plan and build new schools in a way that will enlarge opportunities for stable - not merely transient - pupil and staff integration at all levels. The selection of future school sites must accord with the long range plans for integration.

3. School Pairing Plans

The so-called Princeton Plan or various modifications of it involving the pairing or clustering of schools offers modest possibilities for useful change. Clustering plans have not proven to be notably successful thus far in Chicago, but may yet be useful for short run goals in specific cases. Various approaches to the Princeton Plan do offer the advantage of family and local community identification with the schools in contrast to more ambitious measures. It is possible to consider in Chicago the pairing of a number of schools in key transition areas where, for example, all children in the first three grades of the merged attendance areas attend school in one building and all children in the upper grades attend school in another building. It would be necessary, under such plans, for the school faculties and administrators to work out the best grade selection for the two schools to be paired.

C. The Creation of a Metropolitan Area Educational Council

Two features of urban society become increasingly apparent. First, current population patterns and demographic projections in big northern cities like Chicago will permit large scale integration only on a metropolitan area basis. Second, if racial integration is desirable for Negroes, it is equally desirable for whites; the child coming from a middle class home in white suburbs like Glencoe, River Forest, or Flossmoor also has benefits to derive from an integrated school situation. Classes and programs can and should be arranged which will bring significant numbers of white pupils at some point in their school program into the dynamics of city life with all its diversity, its resources, and its problems. Such efforts should be developed within the framework of shared learning experience programs and special study trips which can be arranged on a regular basis.

Some efforts to involve suburban school systems have already begun. For the short term, movements of suburban white students into the city and movements of inner city Negro students to the suburbs will be infrequent and transitory. Nevertheless, all such contacts will represent a start in breaking down the isolation and insulation between suburban and urban youngsters who must coexist and interact in the same metropolitan area when they reach adulthood.

These types of student exchanges should be encouraged and expanded. They should be organized and carefully planned to increase in frequency and intensity. We propose that a Metropolitan Area Educational Council be established to coordinate and expand such exchange programs. The efforts of the recently established Leadership Council for Metropolitan Open Communities provides a prototype and reflects the increased awareness of suburbanites to the problems of housing segregation. If racial segregation in education is to be reduced in Chicago, it must ultimately be attacked on a metropolitan basis. Suburbanites must recognize that metropolitan integration is a matter of self-interest and that the future of the entire region depends on Chicago's viability which in turn is contingent upon the quality of its school system.

We believe that the Chicago Board of Education and its administrative staff immediately should take the initiative in setting up the proposed Council. School board members, educational administrators, civic and business leaders, and governmental and university officials, faculty, and student leaders -- Negro and white -- should be invited to participate. The Council could pursue several priority short term objectives. One would be to present the demographic facts of life to suburban leaders and to emphasize the fact that equality of educational opportunity, a prized American right, has become a farce in metropolitan Chicago. The youngsters -- white and Negro -- in disadvantaged areas of the city with the greatest need for educational excellence receive an education costing half the money spent per pupil in some affluent suburbs. More will be said about these financial inequities later in this report, but the point must be made emphatically that the social costs to the entire metropolitan area caused by continued neglect of city youngsters will be much greater than the resources required to equalize educational opportunity. The recent riots throughout the country frighteningly bear out this point.

Another immediate objective of the proposed Council would be the establishment of regular procedures through which city-suburban student exchanges mentioned earlier can be facilitated and increased in the future.

We believe that the time is propitious for the establishment of such a Council. We are impressed with the growing awareness of suburbia to urban problems and we believe that there is an increasing commitment to provide integrated experiences to white as well as Negro youngsters. The Chicago Board of Education in attempting to deal with its complex problem of racial segregation could avail itself of the assistance we believe many suburban leaders would render if asked.

In any event, the urban-suburban dialogue on racial segregation must be opened and intensified on a regular basis. We believe that the Council we have proposed would provide an excellent mechanism for these laudable purposes.

III. INTERMEDIATE TERM PROPOSALS

We have defined the intermediate term as representing a time span of roughly three to seven years from the present. Assuming that the white population can be stabilized in the public schools through short-term programs such as those just discussed, the intermediate term period could be utilized to employ several stratagems to promote lasting integration.

Magnet Schools

1. Specialized Magnet Schools

We would envision the establishment of a number of magnet schools offering exemplary programs in specialized fields. Such schools could be created not only at the high school level but also at earlier stages. These schools would be open to all students in the system, but a stable racial mix would be maintained even if there were empty seats in some of the schools. These schools would provide instruction in specialized subjects that could not be matched anywhere else in the city, or perhaps even in the entire metropolitan area.

These specialized schools should be located in attractive non-residential areas. The Loop area is the most obvious and promising example. Such location would minimize the reluctance of both whites and Negroes to attend school in neighborhoods populated by the opposite race. There would also be other educational advantages. Schools offering programs in distributive and vocational-technical education, for example, would obviously benefit from being situated near the commercial environment of the Loop. Busing must, of course, be provided.

2. General Purpose Magnet Schools

A number of general purpose magnet schools should be created as the first step toward a long term solution focusing upon the educational pair concept. Attendance boundaries for such schools should cover very broad racially mixed areas of the city. Discussions with officials of the City Planning Department have convinced us of the long range feasibility of constructing educational facilities on the lake. If an enormous airport is to be built on the lake there is no reason that relatively modest educational park complexes cannot also be erected. Park sites east of the Loop on the lake would have great advantages. They would be close to transportation facilities and to the cultural and commercial resources of the Loop. The problem of either Negro or white students having to travel on foot through possibly hostile residential neighborhoods of the other race would be eliminated. Security could readily be maintained at the park's entrance. The park concept will be discussed in greater detail in the subsequent section on long range planning, but, as an intermediate move, magnet schools might be erected as the first step in the ultimate development of educational parks on the same sites.

Others of the general purpose magnet schools should be situated in both Negro and white residential areas. Preferably a magnet school located in a predominantly Negro area should be planned in conjunction with integrated housing projects similar to the proposed South Commons development. Others might well be located proximate to and developed in cooperation with university facilities and programs.

Several magnet schools might be situated in white residential areas very close to adjacent suburbs. Location of these schools in peripheral areas of the city would achieve several purposes. First of all their excellent programs would retain the white population; secondly Negro youngsters would be attracted by the excellence of the program and the prospect of integrated education. Youngsters who attended would be provided with bus service directly to the school. Such magnet schools would attract many talented Negro students whose background would be comparable to their new classmates. In these remoter sections of the city there would be little likelihood of substantial numbers of Negroes moving in. Great distances separate these peripheral areas of the city from the massive Negro ghettoes and any Negro families which could afford to move in these neighborhoods would have a life style similar to the whites already living there. This socioeconomic similarity to the whites in such neighborhoods and the higher degree of economic security enjoyed by the latter should enhance the chances for successful integration both in the schools and residentially.

A long range advantage of magnet schools in white areas is that they may attract white families back to the city. Their location on the city's periphery would make them accessible to suburban youngsters. Perhaps suburban students could pay on a tuition basis for courses in the magnet school. With the large numbers of students potentially available, the city school system has much greater opportunity to develop specialized programs even within the general purpose magnet school. This will become even more feasible as the new schools evolve into the educational parks we envision. Certainly these schools could be used to encourage and facilitate city-suburban student and teacher exchanges. Hopefully, the more modest and limited short-term exchanges started by the proposed Education Council and discussed in the preceding section would be expanded and even institutionalized by the time the magnet schools became operational.

Magnet schools in all areas should be made especially attractive, physically and academically. They should be staffed on an integrated basis with excellent white and Negro teachers and administrators. The student body not only would be mixed racially but also would include youngsters with intellectual potential who had not yet produced in an academic setting. The magnet schools should be administered flexibly with the principal being free to experiment. Perhaps magnet schools should be established in cooperation with nonpublic school systems which, as we have already indicated, can and must play a significant role if integration is to be achieved. The educational offerings of the magnet school in a shared time arrangement might attract white families sending children to parochial schools and induce them to remain in the city. Other possible linkages of various types between magnet schools and church related predominantly white schools should be explored aggressively and quickly by the Board.

A magnet school or two also might be established in cooperation with private institutions or foundations. If white private and parochial school families can be anchored in the city, ultimate integration will be much more readily achieved.

IV. LONG RANGE PLANS

At the beginning we reemphasize four factors that undergird all our suggestions concerning long range reform: (1) the pressure of integration should be shared by all the white community; (2) that community is more than Chicago; (3) housing segregation will be with us for some time; (4) the transporting of significant numbers of students is a responsibility of the school system.

The first three points are either obvious or have already been discussed. The last point requires elaboration. There can be no meaningful integration unless transportation is provided where needed; if this is a sticking point we must resign ourselves to complete segregation in the schools with all this implies in terms of decreasing total white population in the schools and the city. Transport is a good investment where it is an organic part of a rational system. It is not inordinately expensive today; it is likely to remain relatively cheap and to become many times as efficient and safe as technology advances. Further, there is no reason that children cannot be receiving instruction en route. Technology, again, may serve to make learning while traveling as efficient as in a well-equipped classroom. Almost half of America's school children are today, and probably will continue to be, bussed to school.

Any long range solution to be practical must be educationally sound; it must also be economically supportable. To achieve integration at the cost of quality or the reduction of other necessary governmental services would in the end be self-defeating. The most promising combination of the factors of quality and economy is an adaptation of the institution already mentioned, known as the educational park. The concept is simple. It is the collection of numerous and related educational efforts in a single location. It may be all elementary, all secondary, or both. It may include special purpose schools -- for example, a school for the handicapped, one for the gifted, and a vocational school.

Such an agglomeration may be viewed from various perspectives. The efficiency expert sees it as a more rational deployment of resources. The costly special facilities such as auditoriums, theaters, health services, gymnasiums, laboratories, libraries, shops, and music facilities that today must be duplicated for each school can be designed as the nucleus of a multi-school complex with accessibility to these facilities for all schools on the site. Efficiencies in operation are another factor. On the scale suggested, the administration of the facilities can be computerized and all the appropriate techniques of business management adopted.

From the educator's perspective the park concept means that the common facilities can be designed on a grander and more functional basis because of the economies of scale. It means the flexibility of curriculum that can be maintained only where the staff and potential students are sufficiently numerous to justify it. The educator can serve a wider variety of student interests and needs. He may even serve the adult community evenings and Saturdays in facilities which will be infinitely better designed for adult education than the typical neighborhood school. As noted, provision may be made for private school units linked to the public facilities on a shared time basis. The security of school plant and personnel also is greatly increased which helps to attract to the system teachers who otherwise are reluctant to work in inner city schools.

Finally, the educator and the entire community as well, may view the educational park as the ideal milieu for cultural and racial integration for two reasons. First, the park would draw from a much larger attendance area than a single school and thus include the full spectrum of ethnic, racial, economic, and social groups. Second, and related, minority students could no longer be viewed as the advance guard of a movement menacing the integrated neighborhoods, for the school would not be located by neighborhoods but according to five criteria which we will now make explicit.

First, sheer distance from student residence must remain at least a minor consideration in the selection of sites. It would be unwise to concentrate all park locations in one area of the city. All that is required, in this respect, is that there be reasonable geographic distribution of the sites.

Second, because the travel distances will be significant, locations should be chosen which are proximate to principal transportation arteries. Selection of sites will be aided by reference to the Comprehensive Plan of Chicago which defines "corridors of high accessibility" in the future development of the city.

Third, the locations should be those of high attraction to students. There is no one type of location for this purpose, and the aim should be variety. Some locations in or near densely populated areas such as the Loop may be attractive to some; others may prefer more spacious settings.

Fourth, the cost of the sites is an obvious consideration, but high cost land should not be rejected. It would be appropriate to subject such land to more intensive use such as in a high-rise school development so long as other styles of park are planned where land is less expensive.

Fifth, the effect upon integration of the areas chosen must be considered as crucial. The primary choices should be on the rim of the city, or even beyond the rim as erosion of the district concept permits such usage.

A portion of this development should take place along the lake front. The Board should plan and seek authorization for the creation of eight to ten peninsulae between Irving Park and 75th Street to serve as the bases for complexes designed eventually to educate up to 20,000 students each. Each complex would be self-contained, largely autonomous, connected to the shore by a narrow controlled entry, and fenced securely from the beaches which ultimately should develop on its periphery, increasing the city's recreational facilities.

Another fifteen to twenty sites should be selected for similar uses around the rim of the city and possibly elsewhere as changes in demography occur that may permit integration in other areas.

Such a program would be lunacy if conceived of as less than a thirty-year undertaking. On the other hand it would be equally foolish to delay to any extent whatsoever the necessary feasibility studies and the setting of a timetable for the inauguration and completion of each facility. Planning should be coordinated closely with the planning now in view and that to come under the Urban Renewal and Model Cities programs, both of which articulate in purpose and method with the educational plan here suggested, and both of which may provide direct and indirect financial support.

Any timetable is subject to a multitude of unpredictable upsets -- financial, political, and other. Nevertheless, the very existence of a timetable is of the highest importance as a demonstration of seriousness of purpose. It is also necessary to overall city planning that the role of the city's schools be clearly articulated well in advance. The suggestion here offered is that a commitment be made to the creation of the first five parks or complexes over the next eight to ten years. Thereafter an average of one park should be scheduled for completion each year. This schedule is sufficiently modest that it will not grossly outstrip the rate at which overage or undesirable facilities should in any case be abandoned. The addition of an average of one park per year serving twenty thousand should permit the retirement from service of an average of ten or more elementary schools and more than one high school per year. It should be noted that parks can and should be phased into operation after the nucleus of common facilities is complete. The separate schools which the park nucleus would serve can be completed in series thereafter. As indicated earlier, the magnet school development should be articulated with the evolution of the educational park system. Needless to say the number of parks suggested is highly tentative and depends a good deal upon population growth, suburban involvement, the number of individual existing schools which will be continued in service, and other unforeseeable factors.

The three hundred or more schools that might be retired from service in this century should not be selected on a geographical basis, for it is important to induce white students to attend the new facilities, even if this means that a limited number of segregated Negro schools will remain in the inner city. The elimination of the latter may have to await the growth of experience with the new plan in the remainder of this century. Indeed, it is to be hoped that alterations in housing patterns may effect their integration by the year 2000. However, no further educational building in Negro segregated areas should be undertaken except when space is unavailable on an integrated basis. This latter is an unlikely possibility in any event, as the use of the parks will open up more than adequate space in Negro areas. In fact, and more importantly, it should open space in existing schools in white areas which could be utilized under the transfer plans such as those proposed in Part I. It is thus theoretically possible under the plan to empty the remaining schools in the Negro areas and to achieve full integration within this century, at the same time that the quality of education is raised through the employment of the park concept. A corollary financial benefit can be expected from the sale of the abandoned school sites.

All of this assumes a system of student assignment that will produce a close approximation of the overall racial makeup of the community. Any such system must face up to the kinds of questions raised by past experience with assignment based upon the student's own choice. Even if a shift to the park concept is justifiable on grounds unrelated to integration, it would be absurd to conclude thirty years of effort with the school system still segregated. With the advancement in transportation techniques that can be anticipated, the element of hardship for students assigned to more distant schools becomes of little consequence. Perhaps 75 percent of all students will require transportation in any event. There would, in effect, be no neighborhood school to choose, and the difference between a 15-minute and a 25-minute ride is not so substantial as to constitute an unreasonable burden. The substantial objections to involuntary assignment outside the home neighborhood that exist under the present system of site selection tend to evaporate under the park concept. Furthermore, although it is not relevant to the question of individual claims to free choice of a neighborhood school, it is worth noting that the location for parks suggested above, if attendance areas are carefully drawn, would approximately equalize overall the travel hardships for both races. Finally, on this point, it may well be possible under a computerized system of assignment to permit students to specify a number of ordered preferences which, coupled with a lottery system, may retain a significant element of personal choice.

The Committee believes that, in planning this adaptation of the park system, where choices must be made between commencing a program at the primary levels and doing so at the high school level, in general the primary level is the more appropriate starting place. Thus, the first or "magnet" schools in each educational park should in general be primary schools.

V. GOVERNMENTS: SHARED RESPONSIBILITY

A. Fiscal Needs and Federal Funds

The proposals we have been discussing this far will cost tremendous sums of money. The amelioration of the problems caused by racial segregation and efforts to promote integration require the support and cooperation of the federal, state, and local governments.

The means through which public schools are financed in Illinois, and in most states of the nation, are anachronistic. Schools are supported by local property taxes which were much more accurate barometers of wealth fifty years ago when we had a rural population and economy. The federal government which collects 2 out of 3 tax dollars still pays less than 10 percent of the cost of public school education. State and local governments with a more limited tax base thus must still bear the brunt of financing education despite the passage in recent years of much more extensive federal aid programs. The state of Illinois, as we shall discuss shortly, ranks near the bottom of the states in the percentage of its support for public education. Illinois, in fact, ranks as the eighth lowest state in the nation in terms of its tax burden per capita in state and local taxes.[3]

With federal funds still comprising only a fraction of the budget, and with state support relatively small, the burden for financing approximately three quarters of the public school budget of Chicago has fallen on the city's taxpayers. It is not our responsibility to dwell at length on the critical fiscal problems confronting the Chicago Board of Education, but much more adequate financial support is the sine qua non of the proposals we have made in preceding pages. Without tremendous sums of additional money it will be impossible for Chicago in either the Negro ghettoes or white sections of the city to provide educational opportunities comparable to those provided by its suburban neighbors.

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[3] Education for the Future of Illinois: Digest of a Study, Task Force on Education, December, 1966, p. 24.

The unique needs of the Chicago public school systems are well articulated in the statement made by the President of the Board of Education to the House Education Committee of the Illinois legislature on May 9, 1967, in Springfield. The financial and social costs that confront society when it does not provide adequate educational opportunities are infinitely greater than the cost of providing an education which prepares a youngster to support a family. For example, it costs an average of $2,690 to maintain a person in prison and an average of $1,800 to maintain a mother and three children on relief for a year; Chicago, however, spends only about $600 per student compared to affluent suburbs which spend more than a $1,000 per pupil.[4]

In Illinois, as in most other states, the failure of Springfield to be more responsive to urban needs has compelled Chicago to turn to the federal government for fiscal assistance. The Elementary and Secondary Education Act of 1965 was focused particularly on the needs of cities like Chicago with their large numbers of disadvantaged youngsters. The amount of money currently forthcoming from the federal government, however, is much too limited to be anything but a palliative in terms of Chicago's massive educational problems. Much of the money to build the magnet schools, educational parks, and so forth, described in earlier pages, might logically come from the federal government which has avowed its support of efforts to promote integration. The uncertainty of depending upon federal funds, however, is illustrated currently by the reductions in domestic spending plans caused by the escalating costs of the Vietnamese War. Hopefully, the federal purse strings will be loosened in the future to provide much more ample funds for education in cities like Chicago, but the city does not enjoy the luxury of time, and efforts must be focused even more energetically on the recalcitrant and fiscally conservative state of Illinois to exercise its responsibilities for equalizing educational opportunity.

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[4] Chicago Board of Education Statement to House Education Committee, Springfield, Illinois, May 9, 1967, p. 7.

B. The State

Considering its resources the State of Illinois contributes minimally to support of public education. Political decisions of another era - indeed another century - have fashioned the fundamental state posture. It is essential to both school integration and quality education that reform at the state level be undertaken in three areas: (1) the structure of educational finance; (2) reform of the district concept; (3) the role of the State Department of Public Instruction.

The Structure of Educational Finance. The way in which the people of this state pay for the education which is guaranteed by its constitution and compulsory for its children is intimately related to the racial future of its neighborhoods and schools as well as to the sheer quality of education. The state has so structured its school finance system that the presumably irrelevant fact of each child's address will largely determine the number of public dollars available for his education. In brief the facts are these: there is enormous disparity in per pupil expenditures from district to district; the number of dollars per child is related directly to the wealth of the district; those children least in need of education get the most and vice versa; the poorer districts in general try harder - that is, tax themselves more heavily - but raise less; the state "equalization" contribution is pitifully inadequate; insofar as the state contribution is in the form of flat grants there is no equalization whatsoever.

It is hardly surprising that the many regard dollar discrimination between districts as an indirect but powerful engine of segregation. This is even more true in Chicago than in other large cities where the state share is more equitable. Who can blame the successful young parents who decide to leave for the suburbs where their child will receive an education worth nearly twice the dollars and with a tax burden often considerably below Chicago's? The departure of such families from the city drives another nail in the coffin being fashioned for the integrated society. Reform of the grossly discriminatory school finance system will not by itself keep such families in Chicago. However, a rational distribution of public money would eliminate one of the strong incentives to move.

Regrettably there is little to be hoped for from the political process, almost by definition. The present system discriminates in favor of the most powerful interests in the society; but, even more, the people of all districts above the state average in wealth would find it to their disadvantage to equalize the system. The political system is thus stultified. The remedy, if any, is in the courts. The application of equal protection theory to the existing discriminations between children in different districts presents legal questions of a fundamental character similar to those raised by the recent District of Columbia decision. The outcome of litigation would be unpredictable, but there would be relatively little to lose in any event. The Board should consider the commencement of a suit in federal court alone or jointly with other districts and/or individuals to test the validity of the basic structure of Illinois school finance. The ultimate aim of such litigation should be the refashioning of the system to either eliminate district wealth as the determinant of per pupil expenditure or to guarantee that educational expenditures will be (1) roughly equal or (2) in proportion to either need or some other criterion more nearly rational than the accident of geography.

The District Concept as a Barrier to Racial Integration. We have repeatedly noted the importance of the involvement of the suburbs in the integration of their own and the city's schools and in the improvement of educational quality. There is a special aspect of this which bears upon the basic responsibility of the state. If the involvement of suburban school systems would contribute to the improvement of education in the state - and we believe that it would - there is nothing but irrelevant history, legislative inertia, and blind fear to bar the creation of administrative structures adequate to undertake appropriate action. This is not a case where the interest of the suburbs is inconsistent with that of Chicago. This Board, through the suggested Metropolitan Area Education Council and otherwise, should undertake to make this clear to the suburban districts and their constituents. Joint sponsorship of a program to create an adequate interdistrict authority in one form or another should have at least a reasonable chance of being enacted in Springfield within the next decade.

The Role of the State Department of Public Instruction. The experience of New York and other states demonstrates the contribution that can be made by state educational leadership in promoting integration and equality of education. Many have emphasized the need for reform of Illinois' basic state educational structure. We heartily concur and suggest that intensive efforts be made to divorce the Department of Public Instruction from the arena of partisan politics.

C. City Government-School System Relationships

The basic cause of school segregation is residential segregation. Efforts to integrate large numbers of students will never be truly successful until segregated residential housing patterns are broken down. The Illinois Senate has recently blocked efforts to pass a state open housing statute, so the city itself will have to provide the major initiative and push towards integrated housing within its own confines. These efforts must not duplicate the mistakes of the past when the construction of massive segregated public housing developments ensured school segregation. Future housing projects, if integration is to be encouraged, must enable Negroes to disperse in a natural distribution throughout the city and, hopefully, some day throughout the entire metropolitan area.

The Board should exercise fully the powers of persuasion inherent in its public leadership position, even if it possesses little direct authority to influence housing patterns. However, meaningful school integration will occur only if city government takes the major responsibility and exercises its prerogatives to enforce housing ordinances and promote racially mixed residential developments. One cannot expect residential integration or large scale school integration to be achieved if thirty-five of Chicago's fifty aldermanic wards will not countenance public housing projects in their areas of the city.

School government has been traditionally separated from general municipal government in the United States. Public education has been considered by Americans to be too important and distinct a governmental function to become enmeshed in general politics. Citizens in cities like Chicago can remember all too vividly the days when aldermen ran the schools and teaching jobs were not assigned on the basis of professional qualifications but according to the requirements of political patronage. In reaction to those unlamented days of political influence and control, the schools have become insulated and isolated from the mainstream of city government. It is our contention that the pendulum has swung too far over toward the extreme of total separation of the schools from other governmental bodies. Education is much too visible and important these days for politicians, even if they are foolish enough to try, to reassert their control.

It was estimated by a knowledgeable and respected demographer that currently 4.65 blocks per week are changing from predominantly white to predominantly Negro in Chicago, a city which is one of the most residentially segregated areas in the nation. It should be apparent that any effort made by the schools to promote integration must be buttressed by a municipal government which is committed to citywide social planning that will provide racially balanced residential areas. The schools acting by themselves will only be able to carry out delaying actions in retaining whites in Chicago. The city needs a comprehensive, clearly defined plan that will establish fixed racial proportions in new housing developments. Only the Mayor and the City Council have the political influence to implement such a planned integrated citywide housing scheme. Only with their commitment to such a plan can the city of Chicago be truly integrated.

Our point simply is that the Board of Education must cooperate much more closely with city government, particularly the Department of Planning and Development. In the past, schools have been built following the erection of housing developments. There has been little involvement of the school system in the all important initial phases of community wide planning. If greater integration is to be achieved in Chicago, it is mandatory that schools do their planning in coordination with other governmental and social agencies. One agency will not achieve integration unilaterally. It will require concerted and coordinated planning carried on concurrently on residential and vocational as well as educational fronts. Schools must be included as one of the first inputs in community planning and not incorporated into housing developments as after-the-fact accessories to a fait accompli.

The Model Cities proposal recently developed in Chicago indicated the benefits that accrue to all agencies through cooperative efforts. This effort to link physical and social reconstruction to improve disadvantaged communities had to involve schools as an integral component of planning to have any chances for success. This coordinated and concerted approach to community betterment represents to many the most viable plan yet conceived to mitigate poverty. The City Planning Department, we are told, was very pleased with the participation of Board of Education employees in the planning of the Model Cities proposal. This type of cooperation between the Board and city agencies must be extended and institutionalized in the future.

We believe that it would be desirable for the Board to consider hiring an individual who is well versed in the intricacies of urban planning. This individual would be responsible on a full-time basis for maintaining liaison with various city agencies, particularly the Department of Planning and Development. His major function would be to coordinate educational planning with citywide housing plans. The significance of such coordination for the success of integration efforts needs no further elaboration.

In furthering these objectives the Board should also create within the system a social science research and planning unit staffed with personnel competent to develop programs of continuing research pertaining to schools and the communities they serve. Such a unit should have broad freedom to pursue independent research. The unit should be encouraged to seek the closest possible cooperation and involvement of faculty and others at the many universities and colleges in the metropolitan area.

It may be presumptuous on our part and somewhat beyond our assignment, but we feel compelled to also make the following suggestion to the Mayor of Chicago. We believe that Mayor John Lindsay's recent appointment to his staff in New York City of an educational liaison official merits replication in Chicago. Closer coordination between the Board of Education and the city government must be a two-way street. The Mayor's plans to ressurect the central city of Chicago will succeed only if excellent schools are provided which will attract large numbers of middle and upper class whites back deep into the city. The Mayor needs day-to-day and not ad hoc liaison with the Board as much as the educators need such institutionalized linkages with city government.

The Chicago Board of Education has been a vulnerable and often solitary scapegoat for certain aspects of the segregation problem which have been beyond its control. Every governmental agency, particularly the city's political leadership, must join the Board of Education in coordinated efforts to promote integration. The Board cannot and should not expect to stand alone in confronting the difficult and multifaceted problem of de facto school segregation.

CHICAGO PUBLIC SCHOOLS

STATISTICAL DATA

1. ENROLLMENT

	1963	1966	% of Increase
Elementary	398,172	428,042	7.5
High	137,853	142,555	3.4
Total	536,025	570,597	6.4

2. RACIAL HEADCOUNT

Elementary

White	174,204	187,373	7.6
Negro	192,223	229,854	19.6
Other	11,265	11,315	0.4
Total	377,692	428,542	13.5

High

White	84,450	78,932	- 6.5
Negro	44,248	60,909	37.7
Other	2,131	2,850	33.7
Total	130,829	142,691	9.1

3. STAFFING

Teachers	21,804	22,908	5.1
Civil Service	9,275	9,909	6.8

4. PER PUPIL EXPENDITURES

Elementary (Annual)	$ 435	$ 492	13.1
High (Annual)	607	696	14.7
Combined	$ 476	$ 539	13.2

VOCATIONAL EDUCATION

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VOCATIONAL EDUCATION

Part I

THE APPRENTICE PROGRAM

Introduction

> "Negro participation in apprenticeship programs can be increased in two ways: By increasing the number admitted and by decreasing the number who have dropped out after having been admitted."*

For the general welfare of the nation it is essential that minority groups participate fully in the skilled trades through apprenticeship training.

On February 7, 1967, the General Superintendent of the Chicago public schools and members of his staff met with Mr. Harold Howe, U. S. Commissioner of Education, in Washington, D. C., to request assistance and funding in the development of plans to resolve certain perennial problems confronting Chicago and other large cities. An immediate outcome of this conference was the development of a proposal submitted to the U. S. Office of Education, requesting financial assistance in planning for increased integration of faculties, students, and vocational education programs. It was the intent of the General Superintendent of Schools and his staff to approach these problems in the context of finding directions and means of making the services of the public schools more effective through the resolution of these concerns which relate to vocational education, apprenticeship training, staffing, and facilities.

This section of the report will concern itself with that part of the program which (1) deals with increasing opportunities for minority groups to participate in apprenticeship programs and (2) determines approaches and methods of providing for improved programs of vocational offerings through expansion of open enrollment in the vocational high schools of the city of Chicago.

A national search for expert consultant help was started immediately after the project was developed. Recommendations were solicited from a number of sources as to the most informed people available who could serve as consultants to the staff in examining existing practices and making recommendations that would lead to more effective programs. The following consultants agreed to accept the undertaking and have worked with the staff of the Chicago public schools in the development of this section of the report and in the plans embodied therein for this program of opportunity: Dr. Alfred Drew, Professor, Department of Industrial Education, Purdue University, Lafayette, Indiana; Dr. Louis J. Kishkunas, Assistant Superintendent, Occupational, Vocational, and Technical Education, Pittsburgh Public Schools, Pittsburgh, Pennsylvania; Dr. F. Ray Marshall, Professor of Economics, University of Texas, Austin, Texas; Dr. George A. Parkinson, Director, Milwaukee Vocational, Technical and Adult Schools, Central School, Milwaukee, Wisconsin.

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*F. Ray Marshall and Vernon N. Briggs, Jr., Negro Participation in Apprenticeship Programs.

Mr. Ernest Green, Director, Apprentice Programs, Workers Defense League, served as a resource person in describing the efforts of the Workers Defense League of New York City. This organization has conducted successful recruitment and preparation programs for nonwhite apprentices.

The interest, assistance, and leadership of Mr. Samuel Bernstein, Employment Security Administrator, Illinois State Employment Service, has been most helpful.

Mr. Edwin C. Berry, Executive Director of the Chicago Urban League, met with the committee and supplied much helpful data, both in published form and in comments.

Mr. Orvis Wertz, Deputy Regional Director, Bureau of Apprenticeship and Training, U. S. Department of Labor, is responsible for much of the data in relation to the Mayor's Program which was begun on December 9, 1965. He has worked closely with the Assistant Superintendent for Vocational and Practical Arts Education in the Chicago public schools.

Mr. Thomas Nayder, Secretary, Chicago Building Trades Council, met with the committee. His organization sponsored bus tours of high school students from inner city schools to building sites and to the Washburne Trade School. This Council has been cooperative in conducting apprentice programs at Washburne Trade School. The Council's information program will be expanded in September 1967.

The objectives established for the task force by the General Superintendent of Schools fall into three categories:

1. To cooperate with the U. S. Office of Education and the U. S. Department of Labor in a review of the Mayor's program to increase enrollment of students from Negro and other minority groups in apprenticeship programs.

2. To develop plans for working on a continuing basis with the Joint Apprenticeship Committees to assist in increasing minority representation in apprenticeship programs and to develop public confidence in the procedures of the committees

3. To develop an effective program of disseminating pertinent information to students from minority groups about apprenticeship opportunities and to plan additional programs to prepare minority group students to achieve eligibility.

The Board of Education of the city of Chicago has been criticized for its mode of operation of the Washburne Trade School -- a school devoted to the related training of indentured apprentices in the various trades. The criticism is based on the serious racial imbalance in the classes conducted at this school. The criticism as viewed externally would seem to be valid. Selection of the apprentices is made by the various sponsoring agencies -- management and labor.

For years minority groups have not functioned as members in many unions and, where no union jurisdiction exists, too often have had limited employment. In spite of marked improvement in some trades, progress toward gaining racial balance seems to proceed slowly. Clearly, the Board of Education can take one of two paths in dealing with this problem. The first would be to discontinue the operation of this school, thus making it necessary for unions and other sponsoring agencies to seek their related training from some other source. This path is not entirely inconceivable since few educational systems maintain a facility devoted almost exclusively toward providing related training for apprentices. The local financial subsidy required for maintenance of this facility is costly and, in effect, it is a public subsidization of a training program with considerable private sector, local control.

On the other hand, the Board of Education exists to provide educational services for the community. The quality of related trade training at Washburne Trade School has earned national respect. The committee has not seriously considered the discontinuance of the Washburne Trade School. Rather, it has devoted its attention toward approaches and recommendations which hopefully will improve the racial balance of the programs.

In the total set of problems as they relate to the Washburne Trade School, basically all of the problems can be grouped into two categories: (1) the discrimination by some unions, employers, and other sponsoring agencies; and (2) development in getting qualified Negroes to apply for the training opportunities and then keeping them enrolled in the programs. Basically, it is a matter of creating a demand, then supplying and maintaining qualified candidates.

Too often in the past, Negroes were denied the opportunity to enter and to make progress in the trades normally thought of as being apprenticeable. This situation affected their aspiration levels; too few prepared themselves for the opportunities that were available or became available. It is time that this vicious circle be broken. The civil rights legislation and general enlightenment of our society tends to insure that training slots will be available for minority youth. A high priority should be given at this time to preparing today's students for the skill training opportunities open to them.

Standards for apprenticeships are such that only the best students need apply. It has been heard over and over again that students who possess the qualifications to enter most apprenticeship programs could also avail themselves of collegiate and professional training. Perhaps it is time to examine the entrance requirements of the various trades in the light of the skills and qualifications that are expected of the journeymen.

It is the task of society through various social agencies concerned with the matter, especially the schools, to prepare young people for the vocational opportunities, including apprenticeships, that will be available to them. At least as much energy and time should be devoted to preparing young people for the training opportunities available in industry as is presently being devoted to the preparation for college entrance.

The concept of apprenticeship is not new. It has been an accepted entry into the skilled trades for at least four thousand years. Agencies who assume the task of training an apprentice have great responsibilities. The apprentice also has many responsibilities in the accomplishment of this process. Loyalty to the sponsoring organization and/or the employer is sometimes ignored.

Educating high school students not only to the opportunities offered by apprenticeship programs but also to the requirements and responsibilities involved may help to get more qualified students to apply and also to keep them in the program until completion.

Basic Premises of Apprentice Training

The Board of Education of the City of Chicago, through the Washburne Trade School, works toward the objective of helping to train young people for responsible positions in certain skilled occupations. These young people are trying to attain their goals through the route of the registered apprentice program. The Board, in assuming a cooperative role in apprentice training, has insisted that equal opportunity be granted to all and that the Washburne Trade School be administered on democratic principles.

Employment is a basic qualification for apprenticeship programs. Under collective bargaining agreements, negotiated by labor and management, apprenticeship standards are set covering wage rates, number of apprentices, and conditions of employment.

Apprenticeship is a work-study learning process. An apprentice learns part of his trade on the job. The school helps by enriching his experience in related information, mathematics, drafting, blueprint reading, and shop work in areas which broaden his background. Only 10 to 20 percent of his time is spent in school; the remainder is spent on the job under the guidance of expert craftsmen. The program is sponsored by some interested agency, such as unions, employers, or joint apprenticeship committees. The acceptance of enrollees is a function of the sponsoring organization, and the entrance requirements are set up and maintained by that organization. With only a few exceptions the employer pays the apprentice a full day's wages for his day in school.

Minority Group Apprentice Enrollment

For many years the number of Negroes and members of other minority groups in apprenticeship programs was at a very low level. No figures for statistical purposes are available because it was considered illegal to maintain records with this information. It is likely that the nonwhite apprentices in training numbered less than one percent prior to 1962.*

Beginning in May 1966, a census incorporating this information was made at intervals (see the following page). It will be noticed that there has been a steady rise in membership of Negro and other minority group apprentices. The statistics show that there is an increase in both categories. A rise of two percent in total enrollment of minority groups in the course of one year indicates a positive trend. During this one-year period, seven percent of all entering apprentices were Negro.

Although all apprentice programs at the Washburne Trade School do have some Negro representation, the progress in some trades has been minimal or nonexistent during the period indicated in the day school programs.

If the suggestions embodied in this report are implemented, it is hoped that the trend should be greatly accelerated so that a projection would show an excellent balance of all groups of society.

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*See Appendix, "Apprentice Enrollment since 1920."

WASHBURNE TRADE SCHOOL

Minority Membership

Totals in All Trades - Day & Evening - 1966-67

Date	Negro Membership		Other Minority Group Membership		Total Membership	Negro and Other Minority Group Membership
	Number	Percent	Number	Percent	Number	Percent
May 10, 1966	108	4.5	30	1.3	2,367	5.8
July 13, 1966	135	5.9	27	1.2	2,284	7.1
October 7, 1966	157	6.1	31	1.2	2,607	7.3
April 10, 1967	165	6.2	40	1.5	2,669	7.7

For the one-year period from April 1966 to March 1967, Negro enrollment at Washburne has risen to seven percent of new students. Together with other minorities, that percentage of new enrollees has reached nine percent.

New highs in Negro enrollment for the one-year period were reached in several trades --

Painting and decorating . . .	20%
Pattern maker.	.16%
Plumbing.	11%
Electrician.	.10%

APPRENTICE ENROLLMENTS

	Negro Apprentice Enrollment during One Year (4/66 to 3/67)		Enrollment of All New Apprentices during One Year (4/66 to 3/67)	Yearly Average Enrollments during the Past Five Years
	Number	Percent	Number	Number
Electrician	15	10	150	200
Sheet Metal Worker	6	4	150	100
Plumber	11	11	100	50
Pipe Fitter	3	1	225	50
Sprinkler Fitter	0	-	25	25
Carpenter	11	7	150	100
Painter	20	20	100	100
Lather	0	-	5	5
Pattern Maker	4	16	25	25
			930	690
Apprentice Programs not Registered With the Federal Bureau of Apprenticeship and Training				
Printer	3	4	75	75
Machinist	5	5	100	75
			175	150
TOTAL	78	7	1105	840

The Mayor's Program for Chicago

In December of 1965, Mayor Richard J. Daley announced a program which was designed to provide job opportunities in the building trades for apprentices. Four areas of interest were identified -- recruitment, qualifications, training, and jobs. Leaders of industry and labor who met with the Mayor were in agreement that the program should be put into action. Many of the goals have been at least partially achieved and a number of young men have been indentured as apprentices subsequent to the conference held by the Mayor.

Recruitment

Industry and labor through their Joint Apprenticeship Committees have taken a new attitude toward fair employment practices; however, in general, they have not placed themselves in a position of actively recruiting apprentices as suggested in the Mayor's program. Individual employers and some unions have sought minority group candidates. Sponsoring agencies generally have a surplus of applicants for available apprentice programs and the number of training openings has never been large in comparison to the total job market. This, among other factors, may be the reason that some sponsoring agencies have not aggressively recruited applicants for their programs.

Too often in the past Negroes have been counseled away from applying for these opportunities on the grounds that jobs would not be available to them if they completed the program. On the other hand, sponsoring agencies have been quick to point to the fact that very few, if any, qualified Negroes apply for admission to the programs. Thus we have the making of a vicious circle.

The Illinois State Employment Service Apprentice Information Center has been a source of information to applicants, and a clearing house for employers and Joint Apprenticeship Committees.

As far as resources permit, the administrative staff at the Washburne Trade School has worked in the direction of informing the community on training and job opportunities. When possible, the school supplies resource persons from its faculty to talk to school audiences regarding apprenticeship.

Some recruitment of young men who are about to graduate or have graduated from vocational high schools has been achieved through notices in the weekly bulletin from the General Superintendent of Schools, which is sent to all schools and is read by the counselors. This service has been expanded by means of periodic releases to the city and local press and notices directly to the counselors from the school. It is not possible to determine the effectiveness of these methods of communication.

Qualifications

The matter of qualifications has two aspects -- that of discovering those who are qualified and are interested, and that of helping those who have interest but are not qualified to meet the requirements. The Apprentice Information Center of Illinois serves to help young men find out what the qualifications for apprenticeship are. The Center arranges to determine applicant interest in apprenticeship programs, to test the candidates, and to refer them to employment sources, both short and long term. This latter service makes it possible for a potential apprentice to secure short-term employment until an apprenticeship opportunity opens up.

The schools have provided some preparatory courses and refresher courses to overcome the inadequacies of those who desire to enter apprenticeship.

Similarly, the vocational high schools are directed to help young men through their guidance programs choose courses which will give them background for apprentice training.

Again, the effectiveness of these efforts is open to question in that a racial imbalance of those candidates selected exists.

Training

The training of apprentices is a joint venture of industry and the school. About 80 to 90 percent of the apprentices' training time consists of on-the-job experiences, although this varies considerably between different trades and employers. Most of the employers are conscientious in their responsibility of training the apprentice in all phases of the work available in their particular operations. The matter of supervising the on-the-job part of the training program is a function of the Joint Apprenticeship Committee, or the training director, or the training committee of the sponsoring agency.

The instructional part of the program at Washburne Trade School represents about 10 to 20 percent of the total training time. This school has been providing related training for apprentices for nearly fifty years. The faculty is made up of men skilled in their craft. The curriculum is kept up to date and is undergoing constant revision. The equipment and machines are of the type used in industry and in certain trades are up to date and current. In others, however, prohibitive replacement costs force the Board of Education to utilize equipment which is out of date, if not obsolete. On occasion, industry and labor consultants advise the staff on the selection of replacement equipment. Many special pieces of equipment are provided by industry or the labor group involved.

Because no staff has been available for this purpose, very little has been done at Washburne Trade School in the area of maintaining an organized public relations program, implementing pertinent research projects, and effecting a program in guidance which includes the recruitment, testing, and upgrading of candidates.

Jobs

The programs instituted by Mayor Richard J. Daley may have been a strong factor in stimulating the hiring of Negro apprentices. The matter of employment is entirely within the jurisdiction of employers and Joint Apprenticeship Committees.

The Illinois State Department of Labor and the Federal Bureau of Apprenticeship and Training are better able to determine and project needs for skilled workers in the future than any other agencies. Estimates based on such projections would indicate the number of apprentices required to fill the ranks. Because of the costs involved, the fluctuating job market, and other factors, it is believed that not all employers and unions are utilizing apprenticeship opportunities which could exist in their organizations. The Federal Bureau of Apprenticeship and Training has the responsibility of coordinating apprenticeship programs and creating an atmosphere whereby these opportunities will be increased. An increase in the number of these training opportunities would greatly enhance the possibility of bringing in more members of the minority groups so that a better racial balance could be achieved.

The task of making the Chicago public schools a more effective force in the training of apprentices is made difficult because such training does not fall neatly into the pattern of education generally being conducted in the schools. Apprenticeship training requires the cooperation of industry and labor with the school, plus the good will of the community, in a working relationship with the appropriate state and federal agencies. The question must be asked as to how the Chicago public schools can bring about desired changes in the program and in the indenturing of apprentices. The control of both of these functions has traditionally fallen to the sponsoring agency (employer and/or union), and the Chicago schools have primarily provided a service to the candidates that these agencies send to them.

In this light, the problems which the schools might be more effective in facing are --

1. Improving the schools' relations with industry, labor, and other interested agencies so they can be a more effective force in modifying policy

2. Upgrading the role of the schools in preparing and recruiting youth for these programs

3. Assisting counselors in acquiring a working knowledge of apprentice opportunities

4. Establishing an effective communication and public information service in regard to the training opportunities existing in the private sector.

Relationship with Industry, Labor, and Other Interested Agencies

Washburne Trade School has had over fifty years experience in trade training in Chicago. It began with apprentices in carpentry, electrical work, pattern making, and machine shop and expanded to include new groups whenever requests came from industry and/or labor. Some programs were dropped when the job opportunities diminished. Policies were established along the way and were modified as necessary. The accelerating pace of change in the industrial community and the increasing awareness of the plight of minority groups point to the need for more reliable and formal procedures for evolving policy in regard to the Board of Education's role in preparing the skilled workmen of the community.

In general, the apprentice programs are organized and administered, and policy is determined, by the Joint Apprenticeship Committees representing industry and labor. This work is carried out under the supervision of the Federal Bureau of Apprenticeship and Training. The school district is then asked to provide the related training of the program. Occasionally a member of the school faculty is included on the Joint Apprenticeship Committee in an advisory capacity. In too many cases, however, there is limited communication between the Joint Apprenticeship Committee and the school.

See Recommendation 1.

Several governmental agencies and civic bodies have a special interest in apprenticeship opportunities. The Federal Bureau of Apprenticeship and Training has a duty to explore opportunities with a view toward starting new programs, of working out standards for programs, and supervising them to insure that governmental regulations are followed.

The Illinois State Employment Service has an interest in placing candidates in available programs. To discharge this role, it maintains an Apprenticeship Information Center. This Information Center has a built-in advisory committee consisting of labor leaders, representatives from business and industry, civic groups, and especially individuals representing the interests of minority groups. The function of this Center, its staff, and advisory committee is to gather all pertinent information and to coordinate the dissemination of this information to qualified potential applicants in the community.

See Recommendation 2.

Analysis of the Need for More Apprenticeship Training Slots

The task of making dramatic progress in the achieving of racial balance in the various apprenticeable trades in the city of Chicago would be made easier if more training opportunities were available to the youth of the community. There is some serious question as to whether enough craftsmen are being trained for the jobs of tomorrow. Getting the sponsoring agencies to increase the training opportunities will not be an easy task in that the training costs are quite high and may be too great for the industrial community to absorb. Furthermore, there is a tendency by the unions to keep the numbers of qualified workmen small enough so that full employment of their membership will be insured and that wage rates and personal income will be kept relatively high and stable. It is suspected that many employers who should be training apprentices do not choose to do so because of the costs and regulations involved. They would prefer to compete for skilled labor on the open market and leave the training to other agencies and employers.

See Recommendation 3.

At the present time, the building trades account for only three percent of the job opportunities in the Chicago Metropolitan Statistical Area. The apprenticeable printing trades report another three percent; machine trades, three percent; food service, one percent. Even a dramatic expansion of programs will not have an appreciable effect on the total job picture in Chicago. However, it is essential that maximum utilization of the opportunities available be made.

As reported earlier, the Washburne Trade School has been established by the Chicago Board of Education to provide a cooperative educational service to the various training agencies conducting apprenticeship programs in several trades. Almost without exception, the student attends this school as a part-time experience supplementary to on-the-job training being received from a group of journeymen. The cost of this journeyman service is borne by the employer. The program is sponsored by some interested agency (such as unions, employers, Joint Apprenticeship Committees) who have determined the acceptance of apprentices indentured under federal regulations. In some cases the sponsoring organization has included a disinterested party on the screening committee. However, many have asserted that the process has not been refined enough to weed out all of the alleged discrimination and this in turn has prevented minority groups from taking full advantage of the programs.

See Recommendations 4 and 5.

Recruitment of Youth

Racial balance in apprenticeable programs will never be achieved if qualified minority youth do not apply for admittance to the programs. Since in the past Negroes have had limited opportunity to enter apprenticeable trades, too few have prepared themselves for the opportunities that were available or have since become available. Officers charged with the task of selecting the apprentices point out the fact that too few Negroes apply for those openings which are available. The general improvement of the attitudes of our society tends to insure that opportunities will be available for qualified minority youth.

In many cases students who possess the qualifications to enter the apprentice programs can also avail themselves of collegiate and professional training. There are proportionately more Negroes in the professions of medicine, law, and education than there are Negroes in the various apprenticeable trades. Very often the sponsors of particular training programs are so interested in getting the very top students that the charge has been made that those students qualified for the industrial training positions also qualify for training in the professions and it would be to their advantage to accept the opportunities available to them in the professions. In this effort to insure success by insisting upon high and rigid entrance standards, the fear arises that the standards imposed are not realistic in terms of the job, the knowledge required to perform the job, and the ability to complete the training program.

See Recommendation 6.

Arguments in favor of forcing and accelerating integration are weakened considerably if included in the argument is the proposition that standards be lowered. The plea here is not to lower standards but to make them realistic in terms of expected behavior on the job.

For many generations, the Chicago Board of Education has provided a system of vocational schools which are administered to prepare young people for the entry level jobs available in the community. In some occupations, the education received in these schools does not prepare a student for a job when entrance to that trade is controlled by union membership. Under these conditions, the best that can be hoped for for these graduates is that they be given some preferential consideration in the selection of apprentices.

See Recommendation 7.

The Guidance Role

Communication and guidance play a large part in the city-wide program of acquainting young people with educational and job opportunities.

It is the duty of the vocational high schools and other high schools to discover people who can utilize apprentice training to advantage. Counselors, shop teachers, and drafting teachers can help in this area by observing young people and working with them individually. Minority groups should receive special counseling and be given special attention through assemblies, career conferences, and personal interviews so that interest can be aroused in the direction of appropriate courses in industrial operations, drafting, mathematics, science, and English.

Much emphasis should be placed on social skills needed to hold a job in our complex business world. Practicing punctuality and courtesy, obeying orders, working with others, although not easily taught, must become part of each person's habits.

The agency which takes on the task of training an apprentice has very great responsibilities in performing this job. The apprentice, white or Negro, also has many responsibilities in the accomplishment of this process. In any case, the apprentice may not fully realize the scope of his responsibilities. Furthermore, for all epople who have been used to working toward short-range goals, the four- or five-year indenture period presents a formidable obstacle. The apprentice must not consider the related schoolwork as an appendage instead of an integral part of the training. The message must be brought to the potential apprentice, before he starts his indenture period, that he has a very responsible part in making the apprenticeship experience work.

When compared to other schools in the Chicago public school system, Washburne Trade School suffers in that services normally thought of as being an integral part of the school do not exist because the staff is not large enough to provide such services. Very often it would be beneficial if knowledgeable representatives of this school would be available to speak to PTA groups, students in the general and vocational schools of the city, and representatives of business and industry as to the role a school is designed to serve. In addition, virtually no formal guidance, testing, or follow-up studies are conducted because of the lack of staff. This liaison with the business and industrial community and with the other schools in the system is essential if the school is to provide meaningful programs, aid in the preparation of qualified youth, and assist in recruitment among minority groups.

See Recommendations 8 and 9.

Public Relations

As the pattern of education which we now enjoy went through its evolutionary process, society was geared to accept the "rejects" of its system. The mills, the mines, the farms absorbed the dropouts of the schools. The division of labor was such that the person with the strong back but lacking in training could put his physical strength to good advantage. Technology, automation, and our changing way of life has altered these circumstances. The high school diploma is increasingly becoming a requirement even for the lowest entry level jobs. In addition to the high school diploma, our society is now demanding that each graduate have a salable skill. It is a concern of the committee that the Chicago public schools, like most urban school systems, are not now geared to this changing society. Additional financial resources are essential.

The school system, through its teachers and guidance counselors, is not always able to be effective in discharging the responsibility of preparing and informing young people of what is going to be required of them as they go into the world of work. Current information on apprenticeship opportunities for the counselor is needed. Knowledge of the training opportunities and the requirements for entering these programs is not always easily accessible to the people who should have an influence on the student. Mechanisms will have to be devised to get this information to the student and his parents.

See Recommendation 10.

Lack of information on the part of high school counselors could be remedied through conferences held at Washburne Trade School with representatives from each high school counseling staff. Lines of communication should be kept open by means of bulletins of information on job trends, apprentice examination schedules, and other items. Brochures about the school and its program should be made available. The cooperation of many sources of information is needed by the Bureau of Personnel Services to help in this service of occupational guidance for the students of Chicago's high schools.

The lack of knowledge on the part of prospective trainees as to what the jobs entail is a matter of education and counseling. Briefs and monographs are available on the various trades and should be in the library of each high school counselor. New material giving information about the trades in their local settings should be prepared. Visits to industry and to job sites and discussions with representatives of the trades should clarify the advantages and disadvantages of the occupations considered.

Much could be done toward projecting a positive image of Washburne through the press, radio, and television. Information about the school and the achievements of its students would make interesting news. Persons qualified to speak with authority could be assigned to address civic groups, PTA meetings, career conferences, and other gatherings. This activity would be assigned to an additional staff member of the school in cooperation with the Office of School, Community, and Press Relations as well as the Bureau of Pupil Personnel Services.

Breaking down suspicion regarding the sincerity of industry must be done on the basis of positive achievement. A record should be kept of Negroes successful in the skilled trades, and this information should be made available to the community and the schools. The experience in various trade areas points to the fact that Negroes in the trades are gradually increasing in number. The lack of the image of Negro tradesmen is gradually being overcome. The statement that "there is no use to try" will hold less validity as more Negroes are included in training and become journeymen. It is important that industry and trade organizations be worthy of trust.

The schools, by means of publicity and communications, can do much to help our youth understand employment patterns and job requirements.

Summary

The Board of Education of the City of Chicago, in facing the dilemma of working toward the solution of the charge of their operating a school (Washburne Trade School) whose student body is racially imbalanced, may choose one of several paths. The first, and probably the easiest, course would be to discontinue the operation of this school for apprenticeship training. The factors that relate to this direction are as follows:

1. To provide for the training of apprentices indentured by the private sector in a special school is a role not uniformly exercised by boards of education.
2. The related programs, as they now exist, could be handled in "off hours" in existing general or vocational high schools and by the junior colleges.
3. To make this move, the Board of Education could elect to cooperate with unions and other sponsoring agencies which seem most enlightened and making an honest effort towards achieving racial balance. On the other hand, the Board could sever all relationships with unions and agencies which do not seem to be working toward a full integration of their work force.*
4. The cost of maintaining and operating the Washburne Trade School could be utilized for other educational services.

It must be recognized that there are several formidable disadvantages to taking this course.

1. The history of the Washburne Trade School is long and effective. The cooperative efforts exercised by the unions, employers, and the public schools have been a model for similar programs in the nation. The school must be aided to serve as a model in the future.
2. There is a good question as to how effective such drastic action can be. In cities where such cooperative programs

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*See "Resolution on Policy of Board of Education in Accepting Nominees of Trade Unions as Apprentices," July 7, 1965, in the Appendix.

have been discontinued, the large unions and sponsoring agencies have continued their programs outside of the public schools, utilizing their own resources. Smaller sponsors are unable to establish and operate related programs. This means a poor quality craftsman.

3. Where a cooperative venture and a dialogue exists, the school district can be a positive force for change. When relations and dialogue cease to exist the school district can no longer expect to have a voice in correcting situations such as these.

Although the discontinuance of the Washburne Trade School as it now exists has been suggested as a feasible and workable solution to the dilemma, a more lasting and constructive approach would be one whereby, through some mechanism of good will, all sponsoring agencies from the private sector, governmental agencies interested in apprenticeship, and the public schools could join hands and bring about changes which will help to correct the racial imbalance which exists. Such changes can be achieved, but some agencies will have to release or at least share some of the prerogatives they now enjoy. The action may be less spectacular but in the long run will bring meaningful changes to the conditions which cause the racial imbalance which now exists. In this sense, the committee makes several recommendations which hopefully will create a climate for a more constructive approach to the problem. The hazards here lie in the area of gaining full cooperation from all interested agencies in order to correct undesirable circumstances.

RECOMMENDATIONS - THE APPRENTICE PROGRAM

1. At least two levels of advisory committees or councils should be organized and utilized in order to get advice and counsel as to how Washburne Trade School can best serve the needs of industry and of the community. The first level of the advisory committee would deal with policy matters as they relate to the entire school and its function within the community. In addition, there should be an advisory committee for each of the trades being taught at the school. It is conceivable that, after the policy and direction of the school has been set, the policy advisory committee would have to meet only two or three times a year to receive reports as to the school's progress and suggest further direction.

2. The Illinois State Employment Service should be encouraged to expand and emphasize the role of the Apprenticeship Information Center through providing an increased staff and budget for the preparation and dissemination of pertinent information. The Employment Service and the Information Center should be encouraged to be more aggressive in their role in the selection of apprentices.

3. The Board of Education of the City of Chicago should encourage the Bureau of Apprenticeship and Training, The Illinois State Employment Service, and other interested community groups to make a study of the job openings in each trade with a view of determining how many apprentices may be employed per year for the foreseeable future. Long-range predictions should be made and constantly revised so that enrollments will keep pace with the needs of industry. Consideration should be taken of the potential expansion of the industry, retirements, and death of journeymen. A detailed description of the job disciplines, necessary skills, length of indenture, wage rates, and other pertinent information should be compiled at the same time. This information should be made available to counselors for their use in the schools.

4. In view of the charge that certain ethnic groups dominate certain trades while others are excluded, sponsoring agencies should be encouraged to accept a disinterested party, such as the Illinois State Employment Service, and other agencies dealing with equal employment opportunity, into their screening and standards committee. In addition, the Board of Education of the City of Chicago should make available to the sponsoring agencies staff members who would meet regularly with the apprenticeship committees and act as consultants to each of these apprenticeship committees.

5. It is recommended that a study be made for the Board of Education of the City of Chicago covering each trade in regard to its compliance with the requirements set forth in Title 29 and other directives and legislation. A copy of the most recent Apprenticeship Standard for each trade should also be on file with the Board of Education. The Federal Bureau of Apprenticeship and Training is responsible for the function of setting up the programs and enforcing the agreements and directives.

6. The Bureau of Apprenticeship Training and the Illinois State Employment Service and sponsoring agencies should be encouraged to study and evaluate the present entrance requirements to apprentice programs so that they might be made more uniform and meaningful in terms of the job to be performed. The study should include an investigation of those criteria as to the requirements for success on the job, physical and mental qualifications, and the necessary scholastic background of the craftsman.

7. The Board of Education of the City of Chicago, with the cooperation of appropriate advisory committees, should institute a study as to the effectiveness of the vocational programs in the vocational schools in regard to the placing of its graduates as apprentices in the trades. Sufficient guidance procedures and personnel should be provided so that students will have a clear picture of the demands of the apprenticeship program and the hurdles which must be overcome in attaining admittance to these programs. The schools must adjust their program so that graduates will be attractive candidates for advanced vocational education opportunities.

8. Additional personnel should be added to the staff of the Washburne Trade School to--

   a. Counsel pre-apprentices and apprentices with a view toward reducing the dropout rate

   b. Administer diagnostic test programs at the school

   c. Act as liaison personnel to the counseling staff of the general and vocational high schools

   d. Act as consultants to the apprenticeship committees of the various sponsoring agencies

   e. Assist the curriculum staff in preparing and administering the appropriate education program

   f. Work with sponsoring agencies to determine meaningful entry-level thresholds

   g. Act as liaison personnel with community groups to reach the minority communities

h. Assist school counselors in working with students to acquire realistic vocational goals and to take advantage of apprenticeship opportunities where vacancies exist.

9. Those trades served through the Washburne Trade School facility should be encouraged to maintain a closer working relationship with the Board of Education and the school staff.

10. A program of public relations and communications should be inaugurated whereby school counselors, teachers, students, their parents, and the community at large will be made aware of the demands and opportunities of society. Staff of the Washburne Trade School should be made available to conduct in-service sessions with teachers and counselors and to talk to groups of students about the opportunities available to them.

11. Labor and management should be encouraged to participate in the development of more "pre-apprentice programs" such as the carpenter program and the tool and die program now in operation at the Washburne Trade School and the Westinghouse Area Vocational High School.

VOCATIONAL EDUCATION

Part II

OPEN ENROLLMENT IN VOCATIONAL SCHOOLS

Presently the Board of Education of the City of Chicago operates two technical high schools, 43 general high schools, and 10 vocational high schools. Lane Technical High School is designed to serve the students of the north side of Chicago and Lindblom Technical High School the south side of Chicago. In a sense these two schools are neighborhood oriented, although it must be recognized that the neighborhood encompassed is half of the city.

Vocational education is instruction in any subject developing manipulative skills, technical knowledge and related attitudes toward a job, including safety practices and judgment necessary for employment in an occupation with entrance requirements below that of a baccalaureate degree.

Industrial arts programs, on the other hand, are exploratory programs generally offered in the first two years of vocational, technical, or general high schools or the last two years of elementary schools. They are designed to provide experiences with tools, machines, and materials used in industry. These courses are not vocational although they may serve as an introduction or foundation for vocational work, engineering, or science.

The official policy regarding the vocational schools differs from the other two classifications of schools in that enrollment in the vocational schools is open on a city-wide basis. For various reasons, however, students tend to enroll in the school closest to their home. It is suspected that the drawing power of the school is related to the public image of the school and to the condition and age of the facilities, the teaching staff, the reputation of the success of the programs of that school, and the counseling students receive.*

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*See Appendix for attendance pattern maps.

STUDENT MEMBERSHIP BY RACE IN VOCATIONAL HIGH SCHOOLS

October 1966

	Total	White		Negro		Other	
	Membership	Number	Percent	Number	Percent	Number	Percent
Chicago Vocational	3,929	2,191	55.8	1,608	40.9	130	3.3
Cooley	798	31	3.9	741	92.9	26	3.2
Cregier	853	9	1.1	842	98.7	2	.2
Dunbar	2,612	2	.1	2,609	99.8	1	.1
Flower	1,631	50	3.1	1,542	94.5	39	2.4
Richards	647	520	80.4	126	19.5	1	.1
Jones Commercial	630	585	92.9	40	6.3	5	.8
Prosser	1,143	1,131	98.9	1	.1	11	1.0
Simeon	1,194	6	.5	1,184	99.2	4	.3
Westinghouse	693	52	7.5	640	92.4	1	.1

The clear and official policy of the Board of Education of the City of Chicago regarding the vocational schools, states that the enrollment shall be open and their drawing power shall be city-wide. The fact remains, however, that with the exception of the Chicago Vocational High School and Richards Vocational High School the schools are, in fact, de facto segregated schools. The Dunbar School (whose popular image is that of an elite school) has a Negro enrollment of 99.8 percent. Cooley, Cregier, Flower, Simeon, and Westinghouse also have enrollments which are over 90 percent Negro. On the other hand, Prosser and Jones have very small Negro enrollments. It might be concluded from these statistics that the neighborhood school concept which has been in force in Chicago is so firmly ingrained with the schools that the official policy of the Board of Education is negated. Of even more concern to the committee is the fact that although the total high school enrollment is 43 percent Negro, more than two-thirds of the students enrolled in the vocational schools are Negro.

The image of the school is a very important factor in determining its attractiveness to students. Too often vocational classes have been relegated to old worn-out school buildings which are not conducive to the best teaching methods.

The program of studies of the individual vocational schools varies greatly. There seems to be a difference in levels of programs offered by different schools and, consequently, different admittance requirements for the various schools. Certain schools seem to specialize in higher order skills while others seem to be relegated to the role of teaching the service level or lower order skills. Efforts to bring more vocational offerings to the general high schools are under way. This should be encouraged and expanded in order to bring vocational programs to more students who could benefit from them.

It is felt by some elements of the community (rightly or wrongly) that education in vocational schools is inferior to that offered in the general high school. Although the vocational schools offer a full four-year high school program, in fact only the last two years are devoted to vocational specialization.

In the vocational high schools more than 50 courses are given in 20 different occupational areas. While all of the vocational high schools give the same general vocational courses, such as machine shop, electric shop, automotive mechanics, and general vocational business education courses, several have specialized courses not common to the majority.

Chicago Vocational

Aviation Airframe
Aviation Powerplant
Cabinet Making
Commercial Art
Electronics
Foundry
Home Management
Horticulture
Key Punch
Machine Shorthand
Offset Process (Graphic Arts)
Plastics
Sheet Metal
Welding

Cooley

Cosmetology
Machine Transcription

Cregier

Practical Nursing
Upholstery

Dunbar

Aviation Powerplant
Building Trades Courses
Commercial Art
Cosmetology
Electronics
Foundry
Needle Trades
Sheet Metal
Welding

Flower

Child Care
Home Management

Richards Branch of Flower

Cosmetology
Home Management

Jones Commercial

Key Punch
Machine Transcription

Prosser

Electronics
Sheet Metal

Simeon

Cosmetology

Westinghouse

Appliance Repair
Child Care
Commercial Food Services
Cosmetology
Electronics
Health Occupations
Packaging Line Mechanics
Sheet Metal

The entrance requirements to the vocational schools vary somewhat based on the character of the programs offered among the schools. The larger vocational high schools have maintained a 7.5 reading level for incoming ninth grade students. The smaller schools have adapted their reading level entrance requirements to points below this and offer Essential English courses. In most cases the interview with the student and the parent has been designed to provide a base for entrance which would tend to encourage selection of vocationally oriented students with the potentialities for success in the various occupational offerings of the school.

There is no clear evidence that the programs offered to the students in vocational schools do, in fact, prepare them for the job opportunities that exist in the Chicago area.. As with most cities whose economy is dependent upon basic industry, Chicago is presently undergoing the trauma of being economically dependent to some degree on industries with obsolete facilities, who are facing the competition of modern plants in other parts of the country and abroad, and are being forced to either decentralize or automate their operation. Two examples come to mind--the wholesale move of the major meat packing firms from the Union Stockyards to outlying locations, and the closing and razing of the McCormick Works of International Harvester. Hundreds of thousands of jobs that once existed in the city have now disappeared. In their place new, different, and exotic industries have appeared. The skills demanded by these new industries are different from those expected in the past. It is time to inventory these new jobs and the skills demanded and then examine the existing school programs in the light of this information. It would not be surprising if it is found that these two forces, to a degree, are out of phase.

Little has been done in the area of follow-up of the graduates of the programs to make assessments as to the employability of the students as a function of their education and as to their promotability. This information would be a valuable instrument in dictating change of the present programs and development of new programs.

The federal government has made some recognition of the problems cited above. The passage of the Manpower Development and Training Act in 1962 allowed public agencies to set up training programs to recognize the jobs that were available in the area. The Board of Education of the City of Chicago has had various contracts with the federal government to train unemployed or underemployed youths and adults for jobs that exist in this changing economy. These programs are administered by a Board of Education department other than Vocational Education. Sometimes the programs are conducted in vocational education facilities and in other cases in completely separate facilities. It seems that an unnecessary schism exists and that the two efforts would each be more efficient if they were more closely allied.

Vocational education funds from the federal government are allocated to each state to be administered on the basis of a plan submitted by each state to the U.S. Office of Education. The state plan of Illinois does not make full recognition of the special problems and circumstances within the city of Chicago.

RECOMMENDATIONS - OPEN ENROLLMENT IN VOCATIONAL SCHOOLS

1. The open enrollment policy in effect for the schools should be publicized and emphasized. Active and aggressive recruitment for these programs and schools should be city-wide.

2. A study should be made of circumstances which produce a racial imbalance in the vocational school programs.

3. General admittance requirements for vocational schools should be abolished. In their place there could be substituted a list of prerequisites required for admittance to various programs. Admittance standards should be based on program content and not on school requirements.

4. In that vocational programs begin in the eleventh grade, more aggressive recruitment of students should take place on the tenth and eleventh grade levels.

5. Students should be encouraged to take their first two years of high school in one of the general high schools with the option to transfer to a vocational school at the eleventh grade level.

6. It should be possible for students to attend their home general high school and to travel to a vocational school for that portion of the day devoted to vocational education.

7. An effort should be made to increase the spectrum of vocational programs in selected occupational clusters in every vocational school in the city. Unsophisticated programs appropriate to students of low ability as well as sophisticated programs requiring a rich background and considerable ability should be housed in the same building.

8. Reallocation of vocational programs among the various vocational and general high schools should be considered as a means of promoting integration.

9. A survey should be instituted whereby job opportunities for young high school graduates will be identified, thereby making it possible to institute appropriate preparation programs.

10. The placement phases of the guidance department should be augmented by follow-up services. At least as much effort should be devoted toward placing the noncollege-bound graduates of the Chicago public schools into advanced vocational education opportunities in industry and entry level jobs as is presently being committed to the college-bound student.

11. A general advisory committee should be instituted to help staff evolve policy in regard to the philosophy, content, and general conditions whereby vocational education is offered in the Chicago public schools.

12. Advisory committees should be instituted and utilized for each of the career fields being taught in the vocational schools of Chicago.

13. Effort should be made to bring more vocational programs to general high schools of the city. The pattern is well established in that most schools are offering some comprehensive programs in business education, distributive education, and some areas of home economics. Industrial arts facilities in some schools may be converted to vocational education use.

14. The possibility of experimental programs centering around flexible scheduling should be explored.

15. Curriculum development work centering around the career development programs should be initiated.

16. Opportunities for attendance in vocational programs during the eight-week summer session should be expanded.

17. Surveys to determine occupational success of school leavers or high school graduates should be initiated.

18. City-wide recruitment should be carried out to increase integration in vocational schools.

19. Home economics, business education, distributive education, and other skill-centered areas should be strengthened as coordinated elements of the vocational department of the city schools.

20. A closer relationship should be maintained by the Department of Vocational Education and that department managing the Manpower Development and Training programs. More efficient use of facilities can be made, and, hopefully, better and more up-to-date equipment will be made available to the students of the high school programs.

21. Efforts should be made to work with the State of Illinois Legislature and the State Office of Public Instruction in order to draw up a State Plan of Vocational Education which will recognize special problems and special circumstances of the city of Chicago.

22. Immediate attention should be given to the construction and renovation of vocational facilities which will be attractive and up to date, and which we hope will attract more students to the opportunities being offered.

23. Innovative programs, such as that characterized in the career development concept, should be expanded in all regular and vocational high schools; e.g., modular scheduling, part-time work experiences, greater opportunities for exploratory experiences in occupational programs.

24. Vocational programs should be available to all students one or more years before they leave school. Potential dropouts should start programs at fifteen years of age.

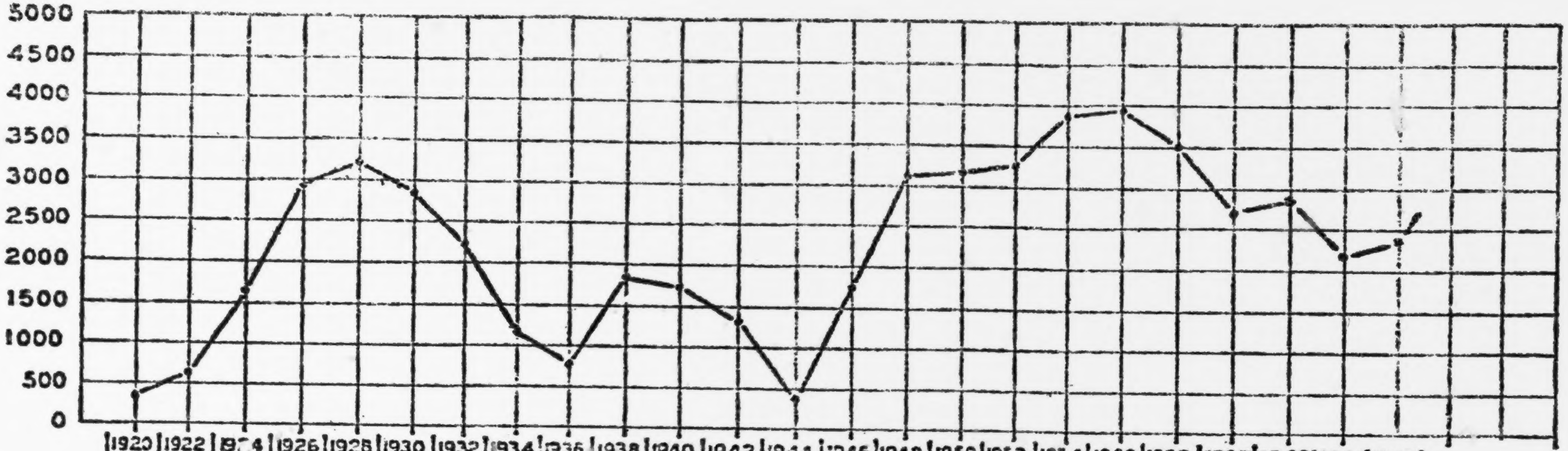
APPENDIX
VOCATIONAL EDUCATION

Page

Apprentice Enrollment since 1920 C-33

Resolution on the Policy of the Board of Education in Accepting Nominees of Trade Unions as Apprentices C-34

APPRENTICE ENROLLMENT SINCE 1920



	1920	1922	1924	1926	1928	1930	1932	1934	1936	1938	1940	1942	1944	1946	1948	1950	1952	1954	1956	1958	1960	1962	1964	1966
CARPENTERS	48	69	300	789	756	542	198	24	54	156	186	175	17	230	447	494	405	448	461	212	241	217	154	262
ELECTRICIANS	53	55	500	840	703	513	366	124	86	115	129	165	57	503	718	727	817	947	993	925	713	656	563	563
PLUMBERS	102	124	270	375	456	408	375	186	117	80	104	100	63	297	477	420	332	367	330	250	312	278	70	121
MACHINISTS	52	56	88	153	182	289	285	119	148	186	169	145	51	214	234	163	149	200	210	269	157	143	151	194
SHEET METAL	25	55	67	143	150	151	177	71	45	115	120	111	20	168	221	194	175	229	324	283	270	283	263	250
BAKERS	58	75	87	78	75	74	101	94															12	13
PIPEFITTERS		198	305	408	450	396	330	210	56	198	145	191	135	265	355	394	343	312	275	282	323	262	163	195
PAINTERS & DECORATORS				183	257	314	154	56	50	120	120	55	10	220	234	218	202	202	234	208	159	165	147	150
LATHERS					120	103	46	20	28	40	50	40		52	67	78	85	68	101	182	147	106	39	30
SIGN PAINTERS						60	34	52	32	72	40	2											17	
PRESSMEN							138	84	21	158	146	135	7	11	9	6	-							
PLASTERERS								90	86	125	125	45		131	291	253	215	144	242	190	49	40	50	CLOSED
CHEFS										75	70	15	9	13	16	31	15	32	30	44	18	56	73	69
CAKE DECORATORS										90	60	50	31	21	15	COMBINED WITH CHEFS								
STEEL MILL										103	116	140			TRANS. TO CHICAGO VOC. HIGH									
PHOTO-ENGRAVERS										150	150	2												
LINOTYPE COMPOSITORS										125	53	26	13	19	18	28	23	12	12	10	14	14	15	8
PATTERNMAKER & FOUNDRYMEN												75	31	104	62	53	91	77	76	70	29	32	55	69
PRACTICAL NURSES															23	155	355	446	405	228	TRANS. TO GREGIER VOC.			
COSMETOLOGY																14	15	17	15	20	TO COOLEY VOC.			
SPRINKLER FITTERS																	12	41	56	53	65	47	44	51
MEAT CUTTERS																	57	114		40	64	83	44	56
TYPOGRAPHERS																		212	235	234	203	172	139	120
COOKS AND PASTRY																		91	63	TO CHEF TRAINING				
CEMENT-MASON																						134	41	79
STRUCT. IRON																						59	39	60

EVENING IOOL

RESOLUTION ON THE POLICY OF THE BOARD OF EDUCATION IN ACCEPTING NOMINEES OF TRADE UNIONS AS APPRENTICES

That it is the policy of the Board of Education of the City of Chicago, in accepting nominees of trade unions as apprentices at any trade school or vocational school, only to accept such students from such unions as have furnished written notice to the Board, signed by two of the chief officers of the union certifying that the personnel policies and practices of that union are in compliance with the provisions of the Civil Rights Act of 1964, providing also that they have demonstrated by admissions into their union, and by submission of candidates for apprentice training, that they do not discriminate against Negroes, or against any other persons upon the ground of race, creed, color, or national origin.

Adopted: July 14, 1965

PUBLIC UNDERSTANDING

Introduction D-3

Report of the Consultants D-5

PUBLIC UNDERSTANDING

In submitting their report to the Committee on Public Understanding, the consultants to that committee made the following statement:

"Our study revealed that, among the urban school districts in the nation, perhaps no other one at the present time is confronted with greater communication challenges than those which face the Chicago Board of Education in pursuing its objectives of integration of students and faculties, adequate financing, well-informed community attitudes, decentralized administrative services, high employee morale, and instructional improvement.

"By its nature, a public school system depends for maximum results on the winning of more understanding and more support from more individuals and more groups than any other major institution in our society. The obligations which confront the Board of Education in Chicago now are awesome. These obligations, however, are matched by tremendous opportunities. With the urgency of today's urban problems, we believe the Board and its new leadership can devise a system of communications and relationships with the community which will establish the essential understanding and support to bring success to Chicago's important enterprise of public education."*

In the initial meeting with the consultants, it was obvious that the Department of School, Community, and Press Relations did not have the staff to provide a comprehensive city-wide information service, nor the staff to initiate materials, facilitate their distribution, and supervise the effective use of them in the implementation of recommendations coming from the other committees looking toward increased desegregation. It was agreed that it would be timely to recommend to the Chicago Board of Education a pattern of organization which is needed to fulfill the requirements for adequate information and community service programs. At the same time, the report would point out the enormity of the task in a city which is such a heterogeneous collection of communities.

In developing their report, the consultants interviewed staff members with the Chicago Board of Education, education editors of Chicago newspapers, information directors for several major school systems in the United States, a senior public relations executive for a large Illinois corporation, and has drawn on the staff and the extensive resources of the National School Public Relations Association. Staff members of the Chicago public schools who were interviewed included: Dr. James F. Redmond, general superintendent of schools; Dr. Virginia F. Lewis, assistant superintendent for integration and human relations;

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*Letter from the Consultants to the Committee Chairman, August 16, 1967.

Dr. Curtis C. Melnick, district superintendent; Dr. Lorraine M. Sullivan, district superintendent; Dr. Eleanor L. Pick, principal, William H. King Elementary School; and Mr. Howard Sloan, principal, Richard J. Oglesby Elementary School. Education editors interviewed were Casey Banas, Chicago Tribune; Helen Fleming, Chicago Daily News; and Hope Justus, Chicago's American.

Interviews were conducted by the consultants also with the following information directors and assistant superintendents for large school systems: Joseph L. Davis, Columbus, Ohio; H. Bailey Gardner, Kansas City, Missouri; John A. Gillean, Los Angeles, California; Carroll B. Hanson, Seattle, Washington; Jerome G. Kovalcik, New York City; Gene A. Lines, Denver, Colorado; Joseph L. Pollock, Philadelphia, Pennsylvania; Morgan L. Powell, Tulsa, Oklahoma; and Mrs. Joy Reese Shaw, Miami, Florida.

"Information about current organization structures for communications and community relations in major school districts was drawn from the resources of the Washington headquarters of the National School Public Relations Association; from the files of the Educational Research Service, which is operated by the American Association of School Administrators and the Research Division of the National Education Association; and from the Center for Communication Studies, sponsored by the National School Public Relations Association at Santa Barbara, California. Mr. Robert Olds, director of the Center for Communications Studies, drew on his intimate knowledge of organization patterns for communications and community relations in school systems throughout the United States in providing assistance to the consultants. Further assistance was provided by Hale Nelson, vice-president of the Illinois Bell Telephone Company."**

The consultants were concerned with our ability to meet informational commitments which are essential in serving urban desegregation problems. Their report pinpoints the dilemma which continuously faces the large city school system. We need a comprehensive information program to highlight our financial needs, and we need finances to initiate programs. The attached report represents a minimum program in the opinion of the consultants for a public information program to develop greater understanding on the part of the public of their schools. It contains items which are at present being considered by the General Superintendent of Schools, Dr. James F. Redmond.

**Ibid.

PUBLIC UNDERSTANDING

Scott M. Cutlip and Roy K. Wilson

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Communications and Community Relations Department D-9

Area Divisions of Communications and Community Relations D-14

Recommended Basic Policies D-17

Recommended Basic Program D-18

PUBLIC UNDERSTANDING

A major reason why most of America's big urban school systems are in serious trouble today is that modern communication requirements have not been met.

It is not possible for a school system to operate successfully today unless there is easy and appropriate communication among those directly engaged in the enterprise and those served by the enterprise.

With few exceptions, the large urban school systems have fallen far behind other enterprises, public and private, in making the communications effort necessary for operational success.

The nature of a public school system is such that maximum results depend upon the gaining of more understanding and support from more individuals and groups than for any other major institution in our society. Today more information must be communicated to more persons over longer lines of communication to get tasks coordinated and accomplished.

Too often professional educators and school boards have assumed that requirements for securing institutional and public understanding would be carried out in some magical fashion not requiring a plan, manpower, and commitment of funds.

Among the great city systems, the commitment in this area by the Chicago public schools has been, and is, woefully inadequate.

No urban school district is confronted with greater challenges--integration of students and faculties, adequate financing, community attitudes, decentralized administrative services, employee morale, instructional improvement--and has been employing such primitive information efforts in pursuit of its objectives.

The present information services or community relations operation of the Chicago public schools is equal to the effort being made by many boards of education operating systems which are tiny by comparison (one-tenth to one-sixtieth of the size of Chicago). It is not unusual for a school system of 10,000 to 20,000 pupils to employ a full-time school-community relations director, a secretary, and part-time specialists. The Chicago public schools, with an enrollment approaching 600,000 and problems of great magnitude, has been endeavoring to engage in this same kind of activity with a staff of about the same size (an assistant superintendent, a secretary, two clerks, and a part-time photographer).

School districts like Philadelphia, Los Angeles, and New York operate at a far more sophisticated level in information and commuity relations. Corresponding central office staffs currently number up to more than thirty professional and clerical personnel in the largest of these districts.

Tremendous potential values for improved education in the Chicago public schools are possible under the decentralized plan of administrative leadership proposed in the May 1967 report of Booz, Allen & Hamilton, Inc., and new leadership of the Chicago public schools.

Unless adequate provisions are made to raise the communication capability of the administration at all levels, however, it will be virtually impossible to carry out the full intent of the decentralization plan in bringing it to maximum efficiency and effectiveness.

An analysis of the Booz, Allen & Hamilton report indicates clearly that this strong communication capability, internal and external, must be planned, developed, and made a reality in order to carry out the major recommendations of the report. People are not going to accept and support what they do not understand or believe in. In other words, the key to overall implementation of the report is in adequate provision of the communication requirement. The implication is all too clear in the plan's objective as stated in the report itself:

"The essence of the proposed plan is: decentralization to the extent considered practical; the creation of tolerable work loads at all levels, from the Board down; and the grouping of staff activities which have a natural kinship to each other into operational units."

Communication capability in the context used here is one of interpretive information to and from the many groups (audiences) inside and outside the school system with which and through which the Board of Education and administration must work in order to achieve the objectives which are being sought.

This capability must exist at each level of operation, and plans must be made accordingly if the entire operation is to be successful. Provisions must be made in the plans and organization at the system level, area level, district level, and building level. It is unrealistic to assume that the communications responsibilities will automatically be understood and effectively carried out at any administrative level. Our investigations revealed that as of today Chicago's public school system does not have an adequate communications capability internally or externally.

With sound organization design and compliance with competence standards, it is possible to effectively manage communication tasks of many dimensions. The nature of communications assignments in the dynamic type of administrative organization which has been proposed will not remain static. If the communications task is to be met in forthright fashion, new and creative approaches will have to be developed as well as the more conventional means of communication brought up to higher levels of sophistication and competence.

Therefore, the most important step to be taken first in assuring the necessary communications capability for the Chicago public schools organization is the creation of a realistic minimum organization at the most critical administrative levels.

The following organization provisions are recommended.

Communications and Community Relations Department

Headed by an assistant superintendent, this Department--

(1) Will provide a system of fast, flexible internal communications to keep all personnel fully informed.

(2) Will carry out a systemwide program of public communication, utilizing media, organizations, and groups to generate interest in and support for Chicago's schools.

(3) Will provide consultant and planning services to the office of the General Superintendent and Board of Education.

(4) Will coordinate planning and development of information and community relations operations at area and district levels through the area superintendents.

Staffing requirements to carry out a minimum systemwide program involve the following.

Assistant Superintendent - Director, Communications and Community Relations. This demanding position as Department director involves providing vital consultation assistance to the Office of the General Superintendent while being engaged simultaneously in the development of his own immediate department and assisting in the corresponding development of three area communications and community relations facilities. This will include the extension of assistance through the area offices to the districts and individual school buildings.

It involves also working out basic policies and workable operational procedures which will make for the closest possible cooperative relationships with the program and personnel of the Department of Integration and Human Relations. The complementary nature of the functions of the two types of operations is not clearly understood. Delineation of responsibilities and mutual understanding of operations will be imperative at all levels. In many instances, effectiveness of the administrative operation will depend to a great extent upon the degree of coordination which has been achieved. This delineation must be reflected in written policy.

In a very real sense, these developmental aspects are necessarily going to command the highest priorities of the director's time, attention, and creative energies.

To maximize the value of the contribution which the director must be able to give in achieving communications capability at all levels, it will be necessary in the staffing of the Communications and Community Relations Department to provide also for an extremely capable associate director. (See below.)

The assistant superintendent and director of the department should have a broad background which includes extensive communications media experience, an understanding of and experience in educational administration, and experience in educational public relations.

The recommendation of the Booz, Allen & Hamilton report that the Director should report directly to the General Superintendent is confirmed by successful comparable organizational provisions in such urban systems as Philadelphia, Miami (Dade County), Los Angeles, New York, and Seattle. This principle of the communications counselor reporting directly to the chief executive has been validated in the successful public relations programs of industry and higher education as well. It is the only way he can effect the two-way communication between top administration and the several publics. There is urgent need for wider public participation in Chicago's schools. It is the responsibility of this official to provide school administrators with feedback from the system's many publics.

Basic considerations, such as those which have been mentioned, will have to be heeded if the assistant superintendent is to be able to bring about the all-important meshing and welding which must take place among administrative levels and departments. This effort, which will be taking place in a time of rapid development and implementation, will require that the assistant superintendent be freed from routine departmental day-to-day deadlines so that he can give adequate time to the development of strategies and planning.

Associate Director. Although much of the focal point of effort of the associate director will be operational in the development of the Department, he will be working closely with the director in bringing into operation the communications and community relations programs of the area superintendents.

The nature of communications in a decentralized operation is not compatible with bureaucratic notions of exclusive administrative domains and elaborate protocol to be observed whenever a frontier is crossed.

The operation proposed in this instance has some parallels with the individual plant, division, and overall corporate information structures of some of our major industries. There are distinctive information responsibilities to be carried out at the plant, division, and corporation levels, and these functions are performed. At the same time, nothing is allowed to interfere with the deployment of forces for the accomplishment of a specific information task at any level when necessary.

Information must flow in desired directions and cannot be impeded by administrative roadblocks without also impairing the administrative effort. Coordination and cooperation are mandatory in good communications and community relations.

The associate director, by the nature of his work, will be continually monitoring the pulse of the communications flow among all levels within the school system and between the school system and its many audiences.

He will have general supervision of all phases of the Department operations and maintenance of the interlocking aspects of communications and community relations projects involving area and district programs and staff.

Qualifications of the associate director should be comparable to those of the director. He must be particularly knowledgeable about all aspects of communications operations: the organization and requirements of mass communications media and the gathering, processing, and distribution of interpretive information. He must be personally skilled as an editor and communicator. He also should be knowledgeable about the organization and nuances of school administration.

Editor-Writer. He will have chief editorial responsibility for publications which are published by the Department and must be knowledgeable about all phases of editing, layout, design, and printing. He will also have writing and reporting skills necessary for providing quality service to newspapers, news services, news departments of radio and television stations, specialized press, and magazines.

Writer. He will work with the editor-writer and associate director in carrying out news service and writing assignments in connection with the Department's publications.

Radio-Television Liaison. This staff person, in addition to having generalist skills in communications, will specialize in working with the public service and program directors of radio and television stations in the development of special programs and other exposures for the public schools (in addition to newscasts).

Unfortunately, school systems frequently fail to utilize communications media such as the one-dozen-plus radio and TV stations in Chicago to the fullest extent because they fail to provide the type of staff coordination and cooperation necessary for effective programming.

Representatives of the news media made it clear to your consultants that more adequate service is required.

Community Relations and Special Events Staff Person. Many community groups and organizations are greatly interested in the public schools and desire to be more understanding and supportive of improved education, but have difficulty finding how to communicate with the school system and how to engage in suitable activities and projects. This is extremely difficult in a large urban community unless the school system makes administrative provisions to accommodate this desire as part of the ongoing community relations program. Too often, this kind of initiative is limited to occasions when school officials are seeking public support for a finance issue at the ballot box.

The fostering of knowledge about the school system and its objectives can be given great impetus through groups on a face-to-face basis by planned contacts and events, the most routine of which would be the operation of a speakers bureau, planned participation in American Education Week, labor-industry-education cooperative projects, and others.

Considerable creative work should be carried out by this staff person because of the changing nature of organizations in the large urban center. Typical community relations group approaches, in many instances, need to be modified in order to meet present-day requirements. Influential leaders emerge in all strata of society, and it takes time and expertise to search them out. This must be done if effective two-way communication is to be established in every school district.

In-service Training and Special Media Staff Person. An intensive training program in communications and community relations is mandated by the decentralization of the administration. Special training and development programs must necessarily be considered for new staff members in the communications area, in the human relations area, among administrators, and among other employees generally.

Formal attention to the coordination of this effort should be a primary concern of a staff member in the Department. The planning of these training programs will be very much a concern of the assistant superintendent as well as the area superintendents and associate director.

The extreme shortage of qualified communications and community relations personnel will make it necessary for the Chicago administration in most instances to "grow its own" through training and development programs. It is possible to identify promising young educators who might be supplied with the necessary communications and community relations skills needed for this work. It is possible to identify promising young communicators who could be developed for this service with appropriate on-the-job training.

The combined training needs of communications staff members at central and area office levels, plus an adequate grounding of human relations personnel in communications, add up to an immediate program of sizeable proportions.

It is recommended that arrangements be made with an area university, strong in the communications area, to work with the Department in the development of the training program, and with the staff member to serve as liaison.

This staff person's responsibility also will be one of investigating and identifying new communications media which can be employed in the Chicago program. Conventional communications media simply are not effective in many situations which confront urban schools today. Communications with neighborhood gang groups is a dramatic example. Chicago schools must utilize what has been learned about the role people play in the mass communications process.

From laboratories now are coming new audiovisual devices which offer great promise of adaptation and utilization for improved school-community communications. These include new graphics; compact, repeating film projectors and film cartridges; portable exhibits; and others. Some of these developments have been designed with product marketing or classroom instruction in mind, but proper modification can make them valuable in interpretive communication situations where little or no success is now possible.

Photographer. The present staff photographer, who serves the present information services office on a part-time basis, will play an important part in the expanded communications operation, providing service to the Department and also the area operations Communications and Community Relations Divisions.

Public Inquiries Service Desk. This desk is needed urgently to give prompt information to parents and other systems who have inquiries or complaints to make. Telephone calls of this nature should be switched immediately to this desk for tactful, courteous handling. At least two tactful, knowledgeable information clerks will be needed for this operation. (Both the Los Angeles and New York school systems each have three persons serving in this function.)

Secretaries and Clerks. Based upon the experience of similar operations in other major school districts, a total of six to eight secretaries and clerks will be needed to support the proposed Department program. This compares with one secretary and two clerks presently employed.

The size of the Department staff proposed may appear to be unrealistically large, but this is only because the Chicago public school system has fallen so far behind the leading big urban districts in this respect and because the communications requirements have now been compounded with complexity, gravity, and urgency. Therefore, the size and shape of the staff is determined not only by the job which must be done but also by the job which the Chicago public schools have not done.

It should not be anticipated that the staffing operation can in one great leap be expanded from its present size to that proposed. Money is only one requirement. Staff must be identified, oriented, and trained. At the same time a similar task must be performed at the new area levels. Planning and a time schedule of expansion must be created and observed.

Area Divisions of Communications and Community Relations

Earlier references have been made concerning the provision of communications and community relations staff in the offices of the three area superintendents in the new decentralized organization.

Although the management styles of the area superintendents undoubtedly will differ, all three must possess a strong, planned communications capability. Unless this provision is made, it is anticipated that the area offices, like the district superintendencies in many large systems, will be viewed by the public and school employees as not much more than numbers on a map.

Effective communications and community relations, backed up by the Communications and Community Relations Department, is absolutely vital to the winning of understanding and support for the area organization. It is unrealistic to suppose that an area superintendent, with seven districts and some 250 to 300 schools, is going to achieve any substantial degree of success if he is not provided with skilled, trained communicators or is expected to "make do" with persons whose skills and background are in some other field. Furthermore, it becomes extremely more difficult for the central administration to give full support to the area under such circumstances, and also it creates a great gap between the school system and its individual school and district components.

Therefore, to provide the area superintendent's office with minimum personnel not only to carry out its communications responsibilities but also to provide communications consultant services to the district superintendencies and building principals being served, the following staff for Division of Communications and Community Relations is proposed for each area.

Director - Area Division of Communications and Community Relations. In addition to managing the area communications operation and consulting with the area superintendent, the area director plays a key role in coordinating the overall communications and community relations program of the school district.

He reports directly to the area superintendent, but he also has communications operational responsibilities which link up with the Department of Communications and Community Relations on one hand and the district superintendencies and individual building administrators on the other. He is part of a chain which cannot be broken. Direct communication among all public relations personnel must be authorized.

There will be temptations to use the director for all kinds of troubleshooting and other missions unrelated to his job responsibilities simply because he presumably not only will be very able but also available. Such misuse must be guarded against if the communications function is to be carried out effectively. If there is a breakdown at the area level, the entire communications operation will break down because of the decentralized nature of the new plan of administrative operation.

Qualifications for this position must include some appropriate training and experience in communications and administration. The area director cannot be a beginner. District superintendents and the administrators in their districts must have available communications consulting service and this will logically come from the Division. This will be one of the most important aspects of the Division's operations, whether it concerns some ongoing program phase or an emergency which makes it essential to provide a principal or district superintendent with the complete, organized communications strength of the school system. Superintendents and principals interviewed indicated a strong desire for assistance and counsel on their communications problems. Eventually, the administration should plan on staffing each district office with a full-time professional information officer.

Editor-Consultant. In addition to carrying out area and system-wide newsletter editorial and reporting responsibilities and coordinating contacts with area news media, this staff member gives school principals consultant service in the improvement of parent newsletters, bulletins, and other communications which they produce. There is tremendous waste of time and effort in these endeavors simply because principals have never received any training to properly carry out this type of responsibility with competence and have no consulting service to turn to.

Community Relations Consultant. This staff member would provide similar consultant service at district superintendent and building levels in nonpublication aspects of communications and school-community relations including the uses and establishment of advisory committees, special events, speakers bureaus, exhibits, and others.

The three-man minimum strength of the Division would afford the area superintendent a vital mobility in communications capability in that one or two of the Division staff members, when needed, could temporarily be assigned to a district superintendent's office or particular locality. In difficult situations a trained communicator not only could be placed at the spot immediately but could continue in a consultant and action capacity as long as needed.

This advantage for the area superintendent also would greatly benefit the central administration. The interlocking of the Division communications staff members with the Department would facilitate an unimpeded flow of accurate information; furthermore reinforcement strength, if needed, could be obtained from the Department staff.

As was mentioned earlier, the Department of Communications and Community Relations, as part of its training operations, should produce basic training in communications areas for members of the Human Relations and Integration staff. In time of need, this will make it possible for administration to give added communications strength to the district superintendent or school building levels. Most persons working in the human relations area appear to be inexperienced in the communications area and would benefit greatly from added training. This training is now being provided in some of the largest systems and human relations personnel are assisting in important communications tasks.

RECOMMENDED BASIC POLICIES - PUBLIC UNDERSTANDING

As mentioned previously, it probably will be difficult for many administrators in the school system to understand the multi-level operational functions involved in communications and community relations. The interplay and interlocking operations inherent in such communications operations as newsgathering, or closely coordinated activities at various levels dedicated to the success of a single community relations project, are contrary to many of the compartmentalized activities carried on in educational and other institutions.

It will be extremely important, therefore, for the Office of the General Superintendent to clearly set forth an administrative policy which will make possible the close operation and coordination essential to effective operations of the Department and its Division counterparts in the three areas.

The policy should make clear also the distinction between basic responsibilities for communications and community relations to be exercised at the Department and Division levels. Announcements and interpretations of school district policies, for example, should originate exclusively with the Department. Primary responsibility for dealing with major news media would be that of the Department, although Divisions would undoubtedly be deeply involved in many instances in the gathering of the news which would be disseminated. Providing news media with factual, non-policy information when requested by news media should be authorized.

Guidelines covering the use of Department and Division staff members in consultant capacities should be backed up by uniform administrative policies to assure widespread availability but at the same time to protect ongoing programs against disruptions.

An open door policy which recognizes the public's right to know should be decreed, enforced, and exemplified by the General Superintendent and by the Board of Education.

Good school-community relations should be regarded as a matter of responsibility on the part of every person connected with the Chicago public school district. This policy should be implemented through continuing formal and informal in-service programs and reminders, reaching all administrators, teachers, and other employees. One of the great barriers to better community relationships in public education has been the gross misconceptions which exist among educators regarding the nature of public relations. Only through continual in-service efforts will it be possible to dispel the notion that good relationships with the public are somehow made only by the periodic issuance of news releases and fancy booklets from the superintendent's office. Good public relationships are the responsibility of all those identified with Chicago's public schools.

The Department should have responsibility for the preparation of all publications, designed for internal or external consumption, which have the basic purpose of interpreting policies and the program of the Chicago public schools. Curriculum guides and similar instructional publications should not be produced in the Department but its expertise could be utilized. The same policy would apply to radio and television.

The separation of instructional and non-instructional publishing functions, however, should not prevent cooperative efforts between the Department of Communications and Community Relations and other departments in the efficient use of artists, layout persons, and similar appropriate talent in the school system.

RECOMMENDED BASIC PROGRAM - PUBLIC UNDERSTANDING

Although a sound communications program in a great urban school district should give primary attention to certain basic communications tasks, the overall program should never be regarded to be static.

As communities change, as educational organizations evolve, and as new communications techniques are developed, so must the communications and community relations program be refined and updated.

Many--though not all--of the great problems of the Chicago public schools are rooted in faulty, inadequate, stratified, neglected communications. It is extremely doubtful that new objectives of the Board of Education and administration can ever be attained unless there is dogged top level determination to commit whatever resources are necessary to achieve a dynamic communications system equal to the challenge.

One of the questions which should continuously be raised by the Office of the General Superintendent and the assistant superintendent-director of the Department of Communications and Community Relations is: "What are the next steps to be taken to make the communications operation more efficient and effective?"

Public Opinion Survey

It is highly urgent that the Office of the General Superintendent secure a profile of public attitudes toward the schools and toward integration, the level of information known about the schools, and areas of misinformation in the community. The information provided by such a public opinion poll is vital to planners of the communications and community relations program. It will have values for planners in other areas, including human relations and integration. An inventory of the existing opinion climate is the only sound, sure starting point for an effective program to develop public understanding. A number of other urban school systems are making effective use of opinion surveys. A survey, such as the one proposed for the Chicago schools, should be updated periodically, perhaps every three years as is done in Denver, Colorado.

News Operation

The basic ingredient of any communications or information dissemination operation is news developments which are generated within the enterprise or outside developments which have potential or actual influence upon the enterprise.

So vast is the Chicago public school system that the only realistic way that information can be secured to meet the interpretive and community relations requirements of the administration is the establishment of a professional newsgathering and processing facility. This has been proposed as one of the basic functions of the Department, the area Divisions, the offices of the district superintendents, and human relations personnel--a linking up of forces to provide the basic working material needed for many aspects of the communications and community relations program.

Efficient, organized newsgathering is essential in carrying out school district responsibilities to external news media, to serve internal communications and to provide information vital for other administrative communications applications.

Obviously, there must be no administrative barriers which prevent those engaged in the newsgathering and preparation operation from having the earliest possible access to any developing information. The best way to cripple this entire operation is to tolerate secretive administrators.

The news media require more backgrounding in the complex educational problems in Chicago than they are getting. This was made clear to your consultants. Provision of background information by top administrators will result in more accurate news about Chicago's schools.

Mass Communications Media

A positive, forward-looking news service should be developed and maintained by the Department, with the assistance of the area Divisions, district superintendents, and building principals.

No outside agency can possibly provide thorough, accurate coverage of the news of Chicago schools. The news media have neither the specialized manpower nor money to do the job unaided. This service must be provided by the Department, as a service to news media in the schools' own self-interest. This means providing a continuous flow of professionally prepared news for news channels which must be served. These channels are numerous. They range from the great metropolitan daily newspapers to weekly neighborhood and special interest newspapers, radio and television stations, area and national magazines, education press, and others. More effective use must be made of the community newspapers throughout Chicago.

Radio-Television Service

The Department's service to radio and television should go beyond the news rooms. Ideas for public service programs, documentaries, and announcements are always welcome by public service and program directors--when they are good ideas and are well developed by persons familiar with radio and television requirements. School information can often be incorporated into existing programs. Opportunities such as these can be taken advantage of by the Department's radio-TV staff persons, backed up with ideas and suggestions which flow through the channels used by those engaged in the system's communications operation.

News Media School Memo

A brief alert bulletin should be sent weekly by the Department to all news media outlets advising of coming events and developments which have potential news value.

Administrative Newsletter

One of the most important Department activities should be the publication of a fast weekly newsletter distributed to all administrators at all levels. It is absolutely essential that those in the administrative operation be most knowledgeable about the decentralized operation and steps involved in full implementation. Nothing is more devastating to an administrator than to learn about a development affecting his work or those he supervises from a source like a newspaper account or someone outside the school system. This has been, in the past, a common complaint among Chicago administrators. The supplementary internal channels of communications in Chicago's schools must be strengthened--and quickly.

The Chicago Staff Letter

A vital, warm, sparkling, newsy weekly publication for all teaching and nonteaching employees is one of the keystones of effective decentralization. Institutional identification is extremely important to the employee of an enterprise. There must be no doubt in the minds of employees that the sum of the buildings, districts, and areas is the Chicago public schools.

Teachers and others must be kept more adequately informed of policies, programs, and personnel changes. They, too, want the news that affects them to reach them first whenever possible.

The era of employee group bargaining in no way exempts school boards and administrators from the responsibility of maintaining strong internal channels of communication. The responsibility now is greater.

Quality of this employee publication is all important. It dare not be dull, heavy-handed, and bureaucratic. One of the Department's great challenges will be to produce a staff letter which is as good or better than many of the industrial and business firm counterpart publications which are published in the Chicago area.

The Monthly Memo

Of special interest to Chicago leadership, downtown and in the neighborhood areas, will be objectives, plans, and efforts of the Board of Education and administration to achieve integration and quality education throughout the district.

Chicago is a city and yet it is many small and diverse communities. The communications must be targeted accordingly. What those who influence the opinions of others know and understand about the Chicago schools can greatly facilitate or impede progress.

The Monthly Memo would be a brief, inexpensive news bulletin designed for this leadership audience, providing background information on major school issues and projects, particularly those which may be of complex nature and logically require interpretation. Circulation would be limited to several hundred metropolitan leaders, advisory committee members, and perhaps an average of 10 in each school attendance area.

Area Administrative Letter

The creation of area offices necessitates a weekly publication similar to the systemwide Administrative Newsletter. This newsletter would be produced by the Division staff in each area office, with distribution to the administrative staff members in the schools and district offices served by the area.

Special Publications

Those publications of an interpretive nature which are distributed to the public or segments of the public should be produced by the Department. These include the annual report, parent handbooks and leaflets, and others. Publications financed with federal project funds (Title I, Title III, and others) should also be produced through the Department to assure publication quality but not embarassing inappropriate wastefulness which can occur when educators without publication skills assume editorial responsibilities. In connection with publications, most institutions and industries have found it both effective and economical to develop a uniform style, typography, and symbol identification for all publications.

Speech Writing and Presentations

The Office of the General Superintendent should look to the Department for assistance and counsel in the development of major speech materials and presentations before governmental and similar bodies.

This is not to say that Department personnel should ever be cast in the role of legislative advocates. Their relationship with news media would be jeopardized if they were to be required to become spokesmen for the school system before governmental bodies.

Advisory Committees

Communication is such an important ingredient to the success of the decentralized administrative operation that there must be built-in provision for feedback and two-way communication. To assure that this will have continuity, a series of communications advisory committees should be created at various levels.

A small communications policies committee should be created to periodically and informally advise the General Superintendent and the Department about the overall communications and community relations of the school district. This group would be composed of leading Chicago area public relations and communications executives and might be selected with the assistance of the Chicago Chapter, Public Relations Society of America.

Each area superintendent's office should have a communications advisory committee composed of key citizens, teachers, and other employees. A similar committee should be established at the district superintendent's office. These committees would be organized by communications and human relations personnel at the area level. This would be a joint operation with the initiative taken by the Division of Communications and Community Relations. The purpose of the committees would be to evaluate communications problems and progress. Suggestions would be reported for consideration and possible adoption.

Visitors and Tours

One of the great community relations challenges of the great urban school system is to bring citizens into the schools for meaningful, appropriate observations and conversations. One of the projects of the Department and divisions should be the development of creative new ways of managing tours and visitors. Equally important is assistance in upgrading the quality of present visitation practices.

Several types of tours should be created by the Department to meet basic requirements of visitors which will be efficient to manage but most productive for the visitor. In this activity the Divisions and offices of district superintendents will be involved.

Community Group Contacts

Understanding and support must be actively sought out in the effective community relations program. Some of the standard features of programs involving organizations include speakers bureaus, films, demonstrations, and tours. It is necessary, however, for staff contacts to be made with organization leaders and program chairmen to determine what joint efforts are necessary to create meaningful communication. Many crises and explosions are born of the frustration caused by no available channels of communication to school officials. The whole aim of these recommendations is to open up free-flowing channels of communication within the system and to and from the public.

Interests of members must be served if there are to be receptive audiences. This often is easy when schools are the subject but this is not automatic. Proper identification of the group self-interest must be made before an appropriate program can be suggested. It is virtually impossible for a school system to communicate with an individual citizen in isolation from the groups to which he belongs.

Since there are endless opportunities in this area, Department and Division personnel should concentrate efforts on contact work involving most strategic and influential groups. Often opportunity for communication may not be a group meeting but an opportunity to appear in the organization publication or to make a mailing to members.

Sometimes a speech appearance by the General Superintendent, or other top administrator, may offer an appropriate platform for a major statement which will demand special provisions for news reporting.

Emergency News Procedure

An absolutely necessary procedure which must be developed by the Department and approved by the Office of the General Superintendent is a communications emergency procedure. In time of disaster or outbreak it is necessary for the administration to move with a speed which is possible only by advance planning. Disaster plans must be kept in a constant state of readiness.

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The existence of the Department and the Divisions, together with closer communications ties with the offices of district superintendents, will have great advantages for the administration in obtaining accurate information for decision-making and for properly serving news media and the public.

Special Events and Promotions

Creating focal point activities and observances which justify school involvement and attention are important facets of the alert communications and community relations program. Coordination of such events as Back-to-School, American Education Week, and teacher recognitions should be the responsibility of the Department and Divisions to assure maximum community relations values for the school system.

There are also continuing opportunities which can be developed which involve generating paid public service advertising on behalf of schools by business firms, or providing show windows and other exhibition space, special spot announcements, or ballpark scoreboard messages in behalf of schools.

Opportunities like these in the majority of instances do not just happen. They are created--in this case by members of the communications and community relations staff.

In-service Training

This task, as mentioned earlier, is a vast one but one essential to effective communications and community relations throughout the Chicago system. Top priorities should involve programs for staff members of the Department, the Divisions, and persons who may have communications assignments in the district offices.

The need for training in this area, however, goes far beyond the professional communicators. College programs for both teachers and administrators have been extremely weak in this area; virtually all professional educators require some help. It should not be left to chance.

If there is to be a management development program for administrators, as recommended briefly in the Booz, Allen & Hamilton report, it is suggested that the communications and community relations content developed by the Department be incorporated in the development program. If there is delay in setting up such a program, however, the need is so critical that steps should be taken by the Department to develop special programs for incorporation into the administrative in-service programs of the area offices. Eventually, of course, training help of this type should be made available to the district superintendent for administrators, teachers, and other employees in each district.

This report, in essence, calls for an institutional, city-wide communications program that will provide more adequate, more rapid internal communications and that will provide the public with more accurate information on their city's schools; it also calls for a decentralized community relations and communications program that will more effectively bridge the gulf between the schools and those persons whose participation and support are essential for improvement of the educational opportunities in Chicago for all persons.

This program calls for more than money and trained manpower. First of all it will require a firm commitment by the Board of Education and a firm conviction on the part of the General Superintendent that the staff and public be fully informed and that the school system shall give full moral and financial support to the communications and community relations program. Such must become the written policy of the Chicago public schools. Building upon this foundation, the General Superintendent must proceed to adequately staff the Department of Communications and Community Relations and to clothe it with ample authority to make decisions and give direction to the staff of the Chicago schools who must, in the final analysis, carry the brunt of the load. The awesome obligations and tremendous opportunities confronting Chicago's public schools, underlined by the urgency of today's urban problems, demand no less.

RESEARCH

Malcolm Provus and Douglas Stone

Research Implications: A Brief E-3

Research Questions on Boundaries and Student Assignment Policies E-4

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RESEARCH IMPLICATIONS: A BRIEF

It is obvious that the recommendations in committee reports on Racial Integration in the Chicago Public Schools are intended to support and stimulate action in the form of programs and policy directives. Such action necessarily involves risks. The purpose of this brief is to indicate how risk may be reduced through the use of institutional or operations research. The function of operations research as described in this brief is to obtain information which aids administration in the design of program and the support of policy. Research can be used to make explicit those support conditions most likely to insure the success of policy directives. Hence this brief describes information which should be obtained by the administrator or at least carefully considered by him prior to any formulation of policy based on committee recommendations.

Research methods are available to implement all policy-making. A variety of survey, experimental, and quasi-experimental techniques can be applied to the systematic, controlled study of proposals for improvement of educational programs. In this way the continuing application of systematic data collection, analyses, and evaluation procedure to every stage in the formulation, implementations, and appraisal of educational programs makes available the soundest kind of information on which to base policy recommendations.

Most of the activities discussed in this brief fall into three research areas: experimental, evaluative, and descriptive. It becomes possible to attack many of the questions raised in this brief simultaneously, if all three kinds of research are utilized. Under this strategy, the core of the research effort is aimed at obtaining information through the design and evaluation of experimental programs in a cluster of experimental schools. These programs would be addressed simultaneously to problems of personnel, attendance areas, and public relations. Evaluation research aimed at obtaining detailed descriptions of experimental program variables as well as assessing their effect are an integral part of such experimentation. Such forms of descriptive research as survey research, records research, and library research are all used as part of a support system for the design, implementation, and interpretation of findings of the experimental program.

The work of three major committees was studied. Methodology consisted first of the scrutiny of working papers and committee minutes with some participation in committee discussions and then of the extraction from these documents of researchable questions - the answers to which will contribute either to (a) the assumptions, (b) the program requirements, or (c) the purposes of explicit recommendations.

A second brief details in proposal form a few research questions which appear to be of critical importance to the successful integration of Chicago's public schools.

RESEARCH QUESTIONS ON BOUNDARIES AND STUDENT ASSIGNMENT POLICIES

Research Question No. 1

What ratio of Negro to white enrollment should be established in outer area schools of the city, exclusive of "inner city" and "fringe" areas? Should this ratio be established at various minimum and maximum levels for each school, or on a uniform basis for all schools in the outer areas?

Research Question No. 2

A more precise definition of "outer city areas," "fringe areas," and "segregated areas" of the city is required if the report of the Committee on Research is to be implemented. How operational definitions are to be applied and to what units or subareas of the city must be determined. The questions to be answered by research are:

> Should the units on which basic data is collected be individuals, families, housing, city blocks, census tracts, schools, other? What information should be collected in regard to each unit? What statistics should be reported for each unit? What criteria should be applied to each unit (statistically determined cutoff points) in order to categorize a unit or collection of units as a fringe or segregated area of the city? How often should these statistics be reviewed in order to arrive at the reclassification of subareas of the city?

Questions such as these may be answered through systematic data collection over a period of time culminating in the application of probability statistics. A search for available demographic data, a determination of the form of this data, the generation of new and compatible data, as well as estimates of the reliability of this data over a period of time, is essential as a first step in such a study.

Research Question No. 3

What factors should be determinant in selecting Negroes from (a) de facto segregated schools and (b) from integrated schools for enrollment in outer area schools? Can a formula be applied fairly to all? Factors in this formula would include terms descriptive of--

characteristics of individual other than race such as

- social class
- ethnic origin
- academic aspirations
- academic proficiency
- emotional stability
- age
- sex

characteristics of receiving school attendance area such as

- social class
- size of area
- teacher/pupil ratio/space

characteristics of sending school.

Research Question No. 4

What factors other than race should be taken into account in determining the ratio of Negroes to whites in a receiving outer area school? Can a formula be written which takes these factors into account so that all receiving schools may be identified on an equal basis under the same criteria?

Research Question No. 5

What factors should be determinant in moving Negro students from (a) integrated or fringe area schools, and (b) from outer area schools other than racial ratio in these schools? Such factors might include--

- characteristics of individual
- characteristics of sending school
- characteristics of receiving school.

Research Question No. 6

Is it possible to predict the rate of segregation of an integrated school in a "high transition" neighborhood and, if so, can predictors be identified which are subject to school board influence? There is already some evidence in Chicago as well as in other American cities that once a formerly all-white school reaches certain levels of Negro enrollment, the rate of white flight increases geometrically. Can these levels be identified under various school and neighborhood conditions? The Committee on Boundaries and Student Assignment Policies has suggested it may be possible for a school board to intervene before the critical level of Negro enrollment is reached in a school. Therefore, the school board should have information concerning what these levels are for any school which is being considered for a boundary change.

A study designed to obtain such information might be statistical in that the factors associated with increases in the rate of white flight might be identified through multiple regression analysis. A minimum of 40 to 50 schools which have experienced progressive white flight would be necessary to this study. One hundred would be a preferable number. If necessary, schools in other cities might be included in the sample being analyzed.

Research Question No. 7

There is an obvious need to test public acceptance of voluntary and involuntary student transfer in three types of communities and six groups within these communities relative to the concept of integrating "outer area" schools by moving children from "fringe areas."

Two postulates may be advanced--

1. That Chicago can be divided into three communities by definition:

    segregated Negroes
    fringe (composed of Negro and white)
    outer (predominately or entirely white).

2. That within each area schools exist which have pupil populations that can be divided into three categories:

    moved in from other school
    to be moved out to other school
    no movement.

These postulates result in the following cross-classifications.

DEGREE OF RACIAL MOVEMENT DIRECTED BY BOARD IN SCHOOLS IN THREE TYPES OF AREAS

		Segregated	Fringe	Outer
Negro	Move in	L[a]	L	M[b]
	Move out	L	H	L
	No move	H[c]	M	H
White	Move in	☒	L	M
	Move out		L	M
	No move		H	M

---

a Low
b Medium
c High

It is possible to anticipate the approximate number of students falling into each cell at any point in time for the city as a whole or for various subsections of the city. The letters H, M, and L have been placed in these cells to indicate High (H), Medium (M), and Low (L) numbers of students falling into each category for the city as a whole on the basis of current information and plans.

The ability of school planners to anticipate distributions across this matrix at future points in time and for various sections of the city is dependent upon the existence of such projection bases as demographic data, school enrollment and utilization data, and the ability of school planners to rigorously define areas of the city according to the terms used in the Committee report. (Methods for achieving operational definitions of these terms are discussed in another part of this brief.)

However, the most important variable in planning student movement by race is the extant opinion of the public. To correctly estimate public reaction to a Board directive prior to its official release is perhaps the keystone in the school integration architecture being attempted.

To achieve such predictive ability, a research strategy is suggested compatible with an integration plan calling for comprehensive and simultaneous enactment.

Small samples of families can be drawn from schools in various types of areas to be affected by a school board directive. These families then can be involved in simulation studies. Each sample should be split randomly and assigned to simulation under conditions of school board directive A or B.

These families should be invited to participate in social research on a paid basis. After group rapport has been achieved by a skilled leader, the participants can be asked to enact their reaction to the school board directive under consideration. It is conceivable that the same group can be used to obtain reactions to alternative directives or even to various solutions to different integration problems. The successful utilization of such a group would depend largely upon the non-directive skill of the group leader and his ability to reduce intergroup effects on individual judgments. Eventually, it should be possible to identify and to work with small groups with varying perspectives on educational integration in order to use these groups as a sounding board of public opinion.

In determining the composition of these small groups, such factors should be taken into account as race, social class, and present school circumstances.

Not only should it be possible to gauge public reaction to specific school board directives but the motives and values behind these reactions should be illuminated, thereby making it possible for school board policy to take such forces into account.

It is recommended that such research be conducted in a major university free from identification as an instrument of the public schools.

Research Question No. 8

The use of magnet schools for purposes of integration are recommended in the Committee report. Implied is the power of such a school to attract white and Negro students from various sections of the city on a voluntary basis. This assumption can be tested. A three part program can be initiated in order to draw conclusions about the feasibility of a magnet school in Chicago: (1) Conditions most favorable to the success of the school can be defined. (2) These conditions then can be established in support of a prototype. (3) The effects of the prototype then can be determined. If the effects of the prototypes are below expectation, it can be anticipated that subsequent magnet schools established under less favorable conditions would be even less effective than the prototype. On the other hand, given favorable results, a halo effect would probably attend public acceptance of subsequent magnet schools.

A determination of the conditions likely to increase the probability of the success of the school could be accomplished through--

student and family needs and interest surveys
in-depth interviews of selected survey respondents
field studies of magnet schools in other cities
the distillation of in-system and out-of-system staff judgments.

Research Question No. 9

Experimentation with consensus-building mechanisms appears necessary if the school board is to build the base of popular support it needs to sustain student transfer programs.

Clearly such mechanisms should be in operation prior to the enactment of a policy as well as during the changes in school and neighborhood that may be caused by the policy.

Variables important to the creation of such mechanisms might be degree of school staff involvement, parent involvement by type of parent reaction, neighborhood agency involvement, neighborhood business involvement, and inter-neighborhood city agency involvement. Experimental work of this sort might be conducted by the Department of Human Relations.

Research Question No. 10

Ultimately, parent acceptance of an integrated education for all Chicago's children will depend upon the quality of their in-school experiences. If these experiences are solely academic, it will be hard for parents to understand their need to be inconvenienced. However, if these experiences are social--capitalizing on the proximity of white and Negro children to create positive new values, broaden social perception, and facilitate social adjustment--then the city school system will be able to establish its most powerful arguments for integration on a pragmatic basis.

The development of social experience programs as a regular part of the school curriculum poses research and development questions as well as a curriculum development challenge. It would appear essential that the present values and attitudes of various types of children (classified on such variables as social class, race, and ethnocentrism) be determined and used as major ingredients in the establishment of student racial percentages conducive to new kinds of structured social experience. For example, a group of 32 students might be deliberately distributed over three dimensions as follows.

Race

	White		Negro		
Social Class:	Low	Mid	Low	Mid	
Ethnocentrism					
High	8	2	2	2	14
Low	6	4	6	2	18
					32

Learning experiences devised for such a group might include--

role playing work and play situations
the design and completion of real in school and out-of-school work projects
academic tutoring between members of the group
personal and social service between members of the group.

It is apparent that many of the research questions listed above bear a relationship to one another. It is likely that an experimental project can be devised, capable of obtaining information bearing on most of these questions. Five of ten schools in outer areas could be established on a pilot basis to reduce racial pressure in fringe areas during the coming year. The criteria used to select schools and students in these schools can be experimentally varied in relation to conditions in school and neighborhood. Although five or ten schools is a very small number for obtaining information from which to generalize, it is a proper number for insuring the maintenance of experimental controls essential to the success of study.

The use of an evaluation design to support the kind of experimental program described should result in the pilot testing and eventual validation of viable new solutions to the boundaries problem including public acceptance programs, new curricula, and new transfer formula. A feedback evaluation model of the type being validated in Pittsburgh under an Office of Education grant is envisioned as an essential concomitant of all such experimental program work.

RESEARCH QUESTIONS ON FACULTY ASSIGNMENT PATTERNS

Research Question No. 1

The ability of the inner city school to attract and hold Chicago's best teachers is largely dependent upon the satisfaction both teachers and students find in these schools. The Committee on Faculty Assignment Patternshas suggested increased teacher involvement in program development and more in-service training under the leadership of skilled principals dealing with problems endemic to each school.

The feasibility of fostering greater teacher and principal initiative in identifying and solving school problems through program development and self-evaluation procedures needs to be tested. Various administrative techniques should be experimented with in order to cultivate staff creativity and responsibility in dealing with school problems--hopefully resulting in greater staff commitment to school programs and to those served by the school. Dollar resources as well as group problem-solving and group self-assessment techniques can be varied in such experimentation. The conditions under which a faculty successfully deploys school funds to deal with a school problem can be documented. The cultivation of such conditions in other schools may eventually lead to greater staff initiative and satisfaction in Chicago's "problem" schools.

Research Question No. 2

The Committee has recommended that recruitment for inner city schools be improved through such practices as early assignment of recruits, gradual extension of pre-service into regularly assigned service, and other ways of involving recruits in central city school problems and work before they have committed themselves to a teaching assignment.

It may be possible to obtain through a survey of first year teachers more information about the time during the calendar year when they decide to accept employment. Reasons for acceptance could also be secured. Sessions in teacher training institutions as well as with graduate students could be surveyed in a similar manner. As a result, the Board would be in a position to revise its recruitment program on an experimental basis, taking employee requirements into account.

The joint planning board, with representation from the Chicago schools and teacher preparation institutions which was suggested in the report might be party to both the survey research and the pilot program work described above.

Research Question No. 3

The Committee has suggested changes in teacher training as well as recruitment and hiring practices. Such questions as how training for inner city schools can be improved and how teachers of quality can be recruited and held for these schools must ultimately be related to adequate definitions of quality teaching for the underprivileged. Descriptions of behavior of "superior" teachers based on criteria acceptable to the administration may then be used to define the objectives of training programs, teacher selection practices, and deployment policy.

Some behavior component studies of "model" teaching are already in the literature. These may be used as a basis for a more detailed behavioral analysis of "superior" teaching. Once such an analysis is obtained, major classifications of behavior may be abstracted into components useful for the construction of teacher training curricula as well as personnel policy directives. Such teacher behavior specifications can also be used to appraise the relevance of the proficiencies measured by the certification examination for teachers in the Chicago public schools.

Research Question No. 4

In several parts of its report, the Committee has recommended that certain conditions for school staffing in each school be defined and applied more uniformly to all schools. The research questions posed follow. Can personnel standards be established for all schools? What variables and cutoff points can be defined? Can a base in theory or practice be found to justify the exercise of such controls on teacher deployment? Is it possible for these standards to be contained in a formula applicable to all schools? Should different formulas be devised for application to different types of schools so that personnel policy is sensitive to the needs of various types of children, schools, and neighborhoods?

Variables to be investigated include school conditions (size, student racial percentages, teacher racial percentages); teacher variables (teaching experience, training, desire to work with underprivileged, age, sex, ethnocentrism, home-to-job traveling time); and on-the-job or career incentive training requirements (availability of related university training programs, willingness to attend university after-school programs; availability of related in-service work and willingness to participate in such work).

The design for such research might first entail a thorough search of the literature for relationships between validated quality programs and the variables under consideration. Such a library search could be followed by a survey and description of existing conditions in schools, predispositions of teachers, and the existence of various training programs. The culmination of both library and field research would be a status picture of the variables to be included in a personnel deployment formula. Once identified, such variables could then be studied under conditions of simulation or experimentation.

Research Question No. 5

The Committee has cited the significance of teacher-principal relationships in some schools as contributing to teacher morale in inner-city schools. The questions posed for research are: Can staff relations be improved through the reassignment of teachers and principals? On what basis should such reassignment be made? Are other administrative interventions than reassignment necessary or desirable? How much freedom of choice should be available to the teacher being reassigned? Is it possible to categorize teachers and principals in such a manner that they may be grouped according to some kind of compatability formula? If adequate information is available in the system concerning the leadership style of each principal and the teaching-peer group style of each teacher, is it possible to reassign school personnel on the basis of self selection?

These questions might best be answered by means of a three-step research and development sequence: (1)a search of the literature for variables and classification schemes descriptive of teacher and principal professional behavior; (2) the collection of such information on staff in a few selected Chicago schools; and (3) the establishment of experimental teacher- and principal-transfer policies in these schools. Thus alternative strategies would be submitted to a feasibility test. As in other experimental programs, adequate evaluation designs must be employed.

Research Question No. 6

Inadequate teacher-parent relationships and lack of teacher involvement in the community has sometimes been cited as a cause of teacher disinterest in and dissatisfaction with inner city schools. Can new kinds of teacher-parent groups be formed having greater appeal to teachers than the traditional ones? Can teachers be paired with parents for certain kinds of social as well as school project activity? Can the school facility be used to foster social activity among adults after school? What combinations of students, teacher, parent, and other community adults are possible in work groups serving teachers' recreational as well as professional goals?

Questions such as these would appear to be answered best through the establishment of a few pilot projects. A few principals and teachers might be assigned to inner city schools with the explicit directive to experiment with alternative community-school approachment programs. Careful case study documentation of the work of creative staff in such circumstances should result in the discovery of new ideas which hold promise for other schools.

Research Question No. 7

A lack of career advancement opportunity and lack of professional contact with peers has been suggested by the Committee as one explanation for the dissatisfaction of teachers in high density schools. Such problems may be investigated experimentally if pilot schools are established based upon unique patterns of staff organization. For example, three or four times the present number of job categories in schools might be established. Five or ten types of teaching positions might exist combining such functions as teaching small groups in discovery, didactic presentation, remedial teaching, demonstration teaching, preparation of student materials, and preparation of in-service training materials. Each position would involve at least some teaching but would carry levels of prestige depending upon the competence and seniority of the teacher.

Schools in the experimental program might be clustered in a district to permit advancement above the school building unit. Clearly, staff reorganization might facilitate imaginative reorganization of the instructional program as well as result in greater student satisfaction with school. Ultimately, student satisfaction may be the factor which contributes most to teacher holding power.

Research Question No. 8

The Committee has recommended the block assignment of teachers who are friends to the same school. Research questions raised follow. What interest is there among teachers for such assignment? Would such assignment have lasting beneficial effects as indicated by reductions in rate of turnover of those teachers affected? What would the effect of such a policy be upon teachers in the receiving school? Finally, if the policy appears effective, what supports could the Board establish to enhance its acceptance?

These questions would appear to be best answered under controlled experimental conditions in a few pilot schools.

Research Question No. 9

The establishment of a teacher interdistrict exchange program has been suggested as one way to expose teachers to the challenges of inner city school work.

The interest of teachers in such a program, the conditions associated with it most attractive to teachers, and the non-teaching staff's attitude toward the program are all matters of information which should be obtained prior to the initiation of such an experiment.

Once under way, the most effective procedures for sustaining the program should be generated. Obviously, careful evaluation would be in order. Criteria for program success might include the number of volunteers for inner city school duty from among exchange teachers following their experience; the number of requests for transfer out of inner-city schools; indices of benefits to students in both types of schools; and indices of benefits to nonexchange teachers in both schools.

RESEARCH QUESTIONS ON THE APPRENTICE PROGRAM AND OPEN ENROLLMENT IN VOCATIONAL SCHOOLS

Research Question No. 1

What are the major steps in the sequence of procedures leading to identification, selection, and admission of candidates to apprentice training in Chicago?

What criteria are applied at each step to determine decisions regarding the suitability of a candidate?

What institution or agency, or combination of agencies, has principal jurisdiction over decisions made at each step?

Of the criteria employed at each step, which of these criteria discriminates against acceptance of Negroes, either because of

> Negroes' inability to meet standards established as necessary for entrance to training and applied to all with equal vigor--"de facto" discrimination
>
> discriminatory application of standards to Negroes, where the direct intention is to exclude members of the minority race from the training program
>
> Negroes' reluctance to apply because of a personal fear of failure, the threatening nature of situation, or their own low self-concept or self-esteem.

What is the actual present demand or need for new men in the various trades areas? In what ways, discriminatory and non-discriminatory, does this affect the criteria applied for admission to training programs?

Specification of the procedural mechanism which operates finally to include some individuals and exclude others from apprenticeship training is an essential first step in understanding and evaluating this process in relationship to the basic concept of equality described for the apprentice training program, i.e. "(that) equal opportunity shall be granted to all, and that the school be administered on strictly democratic lines." Such a delineation may have to be made separately for different trades. It is necessary that a precise diagnostic profile emerge which reveals explicitly defined criteria used by each agency or person having responsibility in this decision-making process for each trade.

Major Steps in Identification-Selection Process

1. Agents responsible
2. Active, preliminary recruitment activities (such as active attempts to attract individuals to a given trade) designed to promote and persuade enrollment

    a. Nature
    b. Target groups; criteria for selection; discriminatory index (inclusion or exclusion of Negroes)

3. Criteria for final selection of participants from among all applicants or candidates, both those actively sought and those who of their own initiative applied

    a. Nature of criteria
    b. Nature of people who do apply
    c. Discriminatory index of criteria
        standards not met
        standards unfairly applied
        Negro reluctance

Research Question No. 2

By what procedures can plausible policy recommendations be identified and implemented in ways that initially maximize probabilities of success and minimize general social risks involved, while providing early information about actual effects?

Such recommendations can only evolve from the kind of precise information sought in Question No. 1. This information will reveal the kind of discrimination involved, the point at which it occurs, and the agencies principally responsible. Possible techniques for reducing discrimination must then be formulated with specific reference to these particular factors, which converge in some combination at each point where discrimination is occurring.

For example, if discrimination results from the inability of Negroes to meet prescribed and reasonable standards for admission to training programs, the need for new educational programs, from elementary through high school, to more adequately prepare minority group children for such admission would be indicated. Development and evaluation of these programs in terms of their effectiveness would be provided through the continuing application of research techniques, which would produce reliable evidence confirming points of success. This evidence would afford one of the strongest support bases possible to the Board and to outside groups for staff recommendations regarding these programs. Continuing research study of operating programs would also provide data necessary to identify areas of program malfunction or breakdown as they occur. The immediacy of such information would then enable prompt attention to the breakdown points before more widespread and permanent damage results. Under such conditions program revisions could be formulated, implemented and studied in a general climate of sound professional considerations, removed from the type of public crisis situation likely to develop where breakdowns persist for long periods of time, or where they result in general deterioration of program operations.

Where discrimination results from inequitable application of standards to minority race members, specific proposals for alleviation can be developed and tried on a pilot basis. Research evidence concerning the impact of these techniques must be carefully gathered, for it should serve as the main determinant of subsequent steps to be followed or recommended. Successful efforts would suggest procedures which might be more widely utilized to solve similar problems in other areas. Points of stress or failure would suggest alteration of the techniques, and a retesting of such techniques on a pilot basis.

Research Question No. 3

What are the basic characteristics of minority race members whose greater inclusion in vocational, apprentice-training programs is being sought?

What are their educational needs? What factors must be taken into account in the introduction into and/or the increase of Negroes in vocational programs?

Such information is vital to the design of the educational program and the generation of the kind of educational-social climate which will maximize the chances for successful involvement in the training program.

The question of how integration is achieved is almost as important as whether it is achieved. A thorough understanding that the factors which have contributed to segregation, as well as the new social situation created by attempts to promote integration, are both operating upon all of the participants in the learning situation. The psychological impact of being accorded an obviously inferior social and economic position, with its repercussions for one's self-image, is not suddenly erased by attempts to end one specific facet of discrimination, however well-intentioned. Recognition of the continuing impact of these factors suggests the need for appropriate provisions or adjustments in the educational process if effective learning is to proceed in a way consistent with the full self-realization of the individual. The formulation of relevant educational adjustments, such as incorporating ample opportunities for success early in the program, is directly dependent upon having reliable information about the characteristics of the learners, and the social milieu from which they come. It is this information which the research effort can generate and which can emerge only as a result of careful, systematic compilation of data from a variety of primary and secondary sources.

Research Question No. 4

What are the significant educational consequences of using the learning situation--the classroom and the related field setting in this instance--as a vehicle for promoting racial integration?

Does an integrated, as opposed to a segregated, situation work any measurable effects upon the degree to which various types of students, with a variety of personal and intellectual characteristics, are able to attain given educational or training objectives?

Are there certain instructional procedures--materials of learning or teaching techniques--which are associated with significantly greater learning and motivation in a newly integrated setting, for given objectives and particular students?

All of these questions focus upon the more specific teaching-learning act itself, as it interacts with the larger issue of desegregation. Objective data relating to these questions can proceed only through well-designed, experimental or quasi-experimental studies, of existing and proposed educational programs, intended to accomplish desired goals.

Research Question No. 5

What are the basic, overall, "umbrella"-type objectives for the total vocational education program in the Chicago public schools?

These should be identified or reviewed tentatively, in terms of student learning outcomes prior to, or in confirmation of, operational definition and implementation of program dimensions. Such definitive objectives can then serve as essential criteria in deciding all important program policy questions which arise. This procedure assures that every significant program dimension is at least theoretically relevant to a known, defensible educational goal, thereby substantially increasing the probabilities that such a program can be successful in attaining desired purposes and that the success can be firmly documented and communicated in a form intelligible to others.

Special emphasis should be given consideration of the special role vocational education should play in promoting racial integration in Chicago schools.

Any statement of goals must of course be tentative subject to change as experience with program definition and operation unfolds. Ideally, there should be a continuing interaction between accepted goal definition, desired program characteristics, and operational program realities. Under such circumstances, there should emerge an operational educational program of known relevance to defined educational objectives, which can be continuously monitored and evaluated in a systematic, diagnostic way.

The behavioral definition of educational objectives generates the essential foundation--the basic starting point or criterion--for all subsequent discussion, study, experimentation with or evaluation of the program. The disciplines of research, and the related technical field of psychometrics and measurement, can provide the most productive format for the formulation of educational objectives. Guidelines for the entire process can be designed to fit particular situations, making it possible for teachers themselves to define the educational goals they themselves consider important for their instructional situation.

Research Question No. 6

What is, or should be, the status of vocational training in American education today, as this is expressed in existing programs, in the feelings of students, in the best thinking of leading vocational and nonvocational educators, and in the major statements or views of the employers?

1. Philosophy--a statement of the fundamental mission, and reason for, vocational training.
2. Objectives--specific definitions of desired learning outcomes or ends.
3. Program--specific definition and implementation of means to accomplish ends.
4. Operational criteria--measurable, observable indices of success in accomplishing objectives which are acceptable to the producers and to the consumers of the educational product.

A related question follows: Where are apprentice programs being conducted in Chicago other than in the Chicago public schools? A local survey of apprentice training is suggested here. Systematic research techniques exist and must be followed if reliable data are to be gathered. These include such activities as the design and construction of questionnaires, the conduct of interviews by trained personnel according to prescribed procedures accompanied by follow-up case studies where appropriate, and the design of an organized framework for recording and analyzing data in such ways as to maximize their usefulness relative to solving critical problems.

Research Question No. 7

What ratio of Negroes to white should prevail for indentured apprentices in Chicago? What is an appropriate target area?

The question of the exact racial percentage optimum for achieving stable integration and at the same time promoting maximum learning could form the basis for an entire series of exploratory studies designed to test the varying effects of different percentages, both as they seem to operate independently and as they interact with other factors. A reasonable goal for such studies would be a set of prescribed combinations appropriate for given purposes and situations. It is not anticipated that such prescriptions could be automatically applied to subsequent situations but rather that starting points would be suggested which represented the single best estimate of combinations most likely to be successful in specific settings.

Research Question No. 8

What is the appropriate composition of the joint apprenticeship committee staff? Should there be a disinterested observer? Identify factors necessary for public acceptance and understanding of program.

What are effective ways of communication with outside, interested publics concerned with apprenticeship programs? How can an accurate description of the "facts" concerning indentured apprenticeship programs be conveyed?

These questions relate to the important decisions of who should be involved in directing and advising the apprentice training program, and how effective communication with interested publics outside the program can be realized. Both issues are directly relevant to cultivating understanding and acceptance of the program, and to deliberately generating public sympathy and therefore appreciation, for the problems which exist and the efforts made to meet these problems through various innovative proposals. Genuine community support is especially important for an educational program which itself directly depends upon the active cooperation of lay business groups.

Research staff, working closely with experts in the field of technique and media of communication, can develop testable hypotheses regarding alternative procedures.

Much helpful information can be extracted from the areas of social psychology, human relations, group dynamics, and sociology. If this information is to be of value, however, it must be martialed and organized in such a way that its problem or topical relevance is clear, with immediate access possible at critical decision-making junctures. Appropriate classification and presentation of such material becomes a major research function in this area.

Research Question No. 9

What are the sources for the alleged "communications breakdown" between high schools, and especially high school counselors, and the Washburne Trade School; between high school applicants, counselors, and Trade School staff?

How can the Apprentice Information Center be used more effectively as a coordinating and communicating arm of the Illinois State Employment Service, to facilitate the flow of information between the high schools, the various trades, and the Trade School.

An accurate descriptive account of the existing arrangements for communication is required. This can only emerge as a product of an overall, precisely specified plan for collecting, recording, and analyzing data needed.

What is the relative effectiveness of attempts to repair specific breakdowns? Given the descriptive analysis provided above, the process of remedying the difficulties becomes a more manageable one, with the focus upon particular trouble areas. Proposals for change can then be very directly relevant to a specific disorder, thereby heightening their chances for success. The probable economy and efficiency of corrective measures is likely to be greater than in a more global, ill-defined situation, where trial and error behavior, directed toward correcting some vague, "total disorder" is likely to emerge.

Research Question No. 10

Are Department of Labor directives regarding discriminatory practices being properly enforced? Where do breakdowns occur?

Are all appropriate trades registered with the Federal Bureau of Apprenticeship and Training? Under what circumstances is registration not made?

As for some other questions listed, two major types of research information are needed:

1. Descriptive analysis of existing situations, and especially "breakdowns"
2. Development and evaluation of plausible remedies.

With these kinds of data, the possibility of systematic progress toward correcting malfunctions is maximized; of even greater importance perhaps, progress becomes recognizable, measurable, and communicable to all interested observers.

LIST OF MAPS

High School Attendance Areas: Observation Count--October 1963

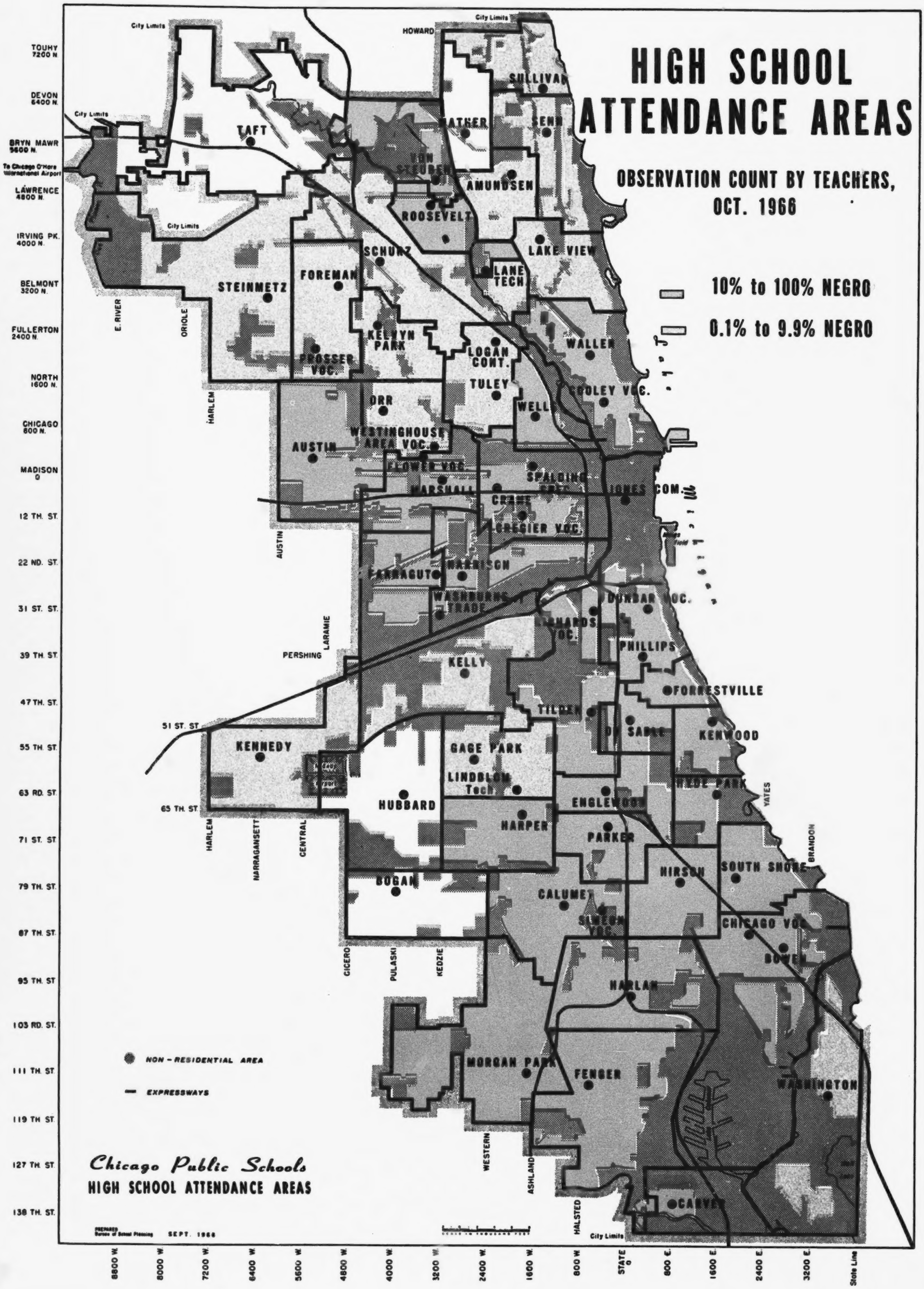
High School Attendance Areas: Observation Count--October 1966

Elementary Schools: Observation Count--October 1963

Elementary Schools: Observation Count--October 1966

Maps--Residence of Students by Square Mile

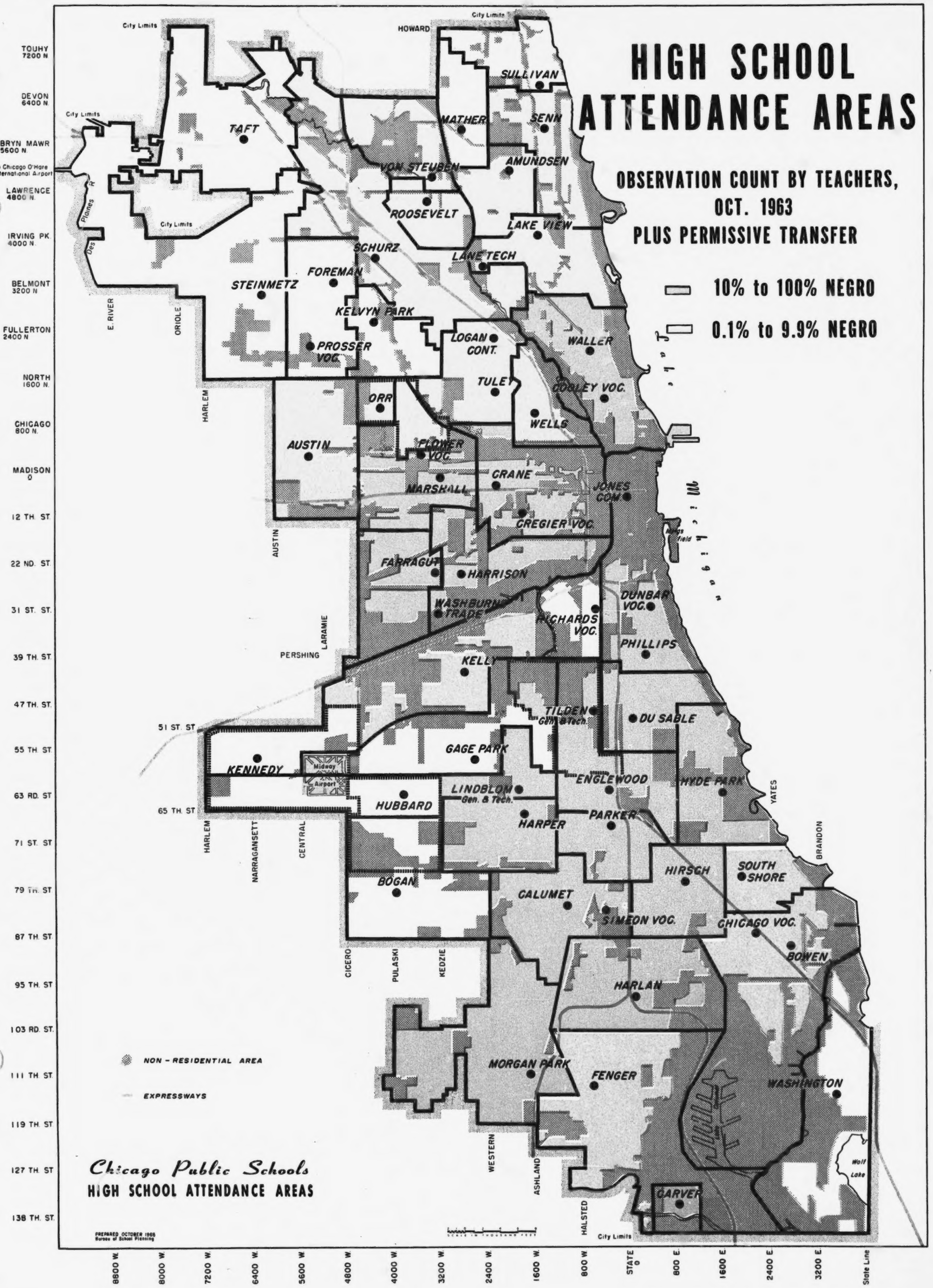
- Chicago Vocational
- Cooley Vocational
- Cregier Vocational
- Dunbar Vocational
- Flower Vocational
- Jones Commercial
- Prosser Vocational
- Simeon Vocational
- Westinghouse Vocational



HIGH SCHOOL ATTENDANCE AREAS

OBSERVATION COUNT BY TEACHERS, OCT. 1966

10% to 100% NEGRO
0.1% to 9.9% NEGRO
NON-RESIDENTIAL AREA
EXPRESSWAYS
Chicago Public Schools
HIGH SCHOOL ATTENDANCE AREAS
PREPARED Bureau of School Planning
SEPT. 1966
City Limits
HOWARD
TOUHY 7200 N.
DEVON 6400 N.
BRYN MAWR 5600 N.
To Chicago O'Hare International Airport
LAWRENCE 4800 N.
IRVING PK. 4000 N.
BELMONT 3200 N.
FULLERTON 2400 N.
NORTH 1600 N.
CHICAGO 800 N.
MADISON 0
12 TH. ST.
22 ND. ST.
31 ST. ST.
39 TH ST.
47 TH. ST.
51 ST. ST.
55 TH ST.
63 RD. ST.
65 TH. ST.
71 ST. ST.
79 TH. ST.
87 TH. ST.
95 TH ST.
103 RD. ST.
111 TH ST.
119 TH ST.
127 TH. ST.
138 TH. ST.
E. RIVER
ORIOLE
HARLEM
AUSTIN
LARAMIE
PERSHING
NARRAGANSETT
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
YATES
BRANDON
6800 W.
8000 W.
7200 W.
6400 W.
5600 W.
4800 W.
4000 W.
3200 W.
2400 W.
1600 W.
800 W.
STATE 0
800 E.
1600 E.
2400 E.
3200 E.
State Line
Lake Michigan
SULLIVAN
SENN
MATHER
TAFT
VON STEUBEN
AMUNDSEN
ROOSEVELT
LAKE VIEW
SCHURZ
LANE TECH
STEINMETZ
FOREMAN
KELVYN PARK
LOGAN CONT.
WALLER
PROSSER VOC.
TULEY
COOLEY VOC.
ORR
WELLS
WESTINGHOUSE AREA VOC.
AUSTIN
FLOWER VOC.
SPALDING
MARSHALL
CRANE
JONES COM.
DUNBAR VOC.
CREGIER VOC.
HARRISON
FARRAGUT
WASHBURNE TRADE
RICHARDS VOC.
PHILLIPS
KELLY
FORRESTVILLE
TILDEN
DU SABLE
KENWOOD
KENNEDY
GAGE PARK
LINDBLOM Tech
HYDE PARK
HUBBARD
ENGLEWOOD
HARPER
PARKER
HIRSCH
SOUTH SHORE
BOGAN
CALUMET
SIMEON VOC.
CHICAGO VOC.
BOWEN
HARLAN
MORGAN PARK
FENGER
WASHINGTON
CARVER



HIGH SCHOOL ATTENDANCE AREAS

OBSERVATION COUNT BY TEACHERS, OCT. 1963 PLUS PERMISSIVE TRANSFER

▨ 10% to 100% NEGRO

☐ 0.1% to 9.9% NEGRO

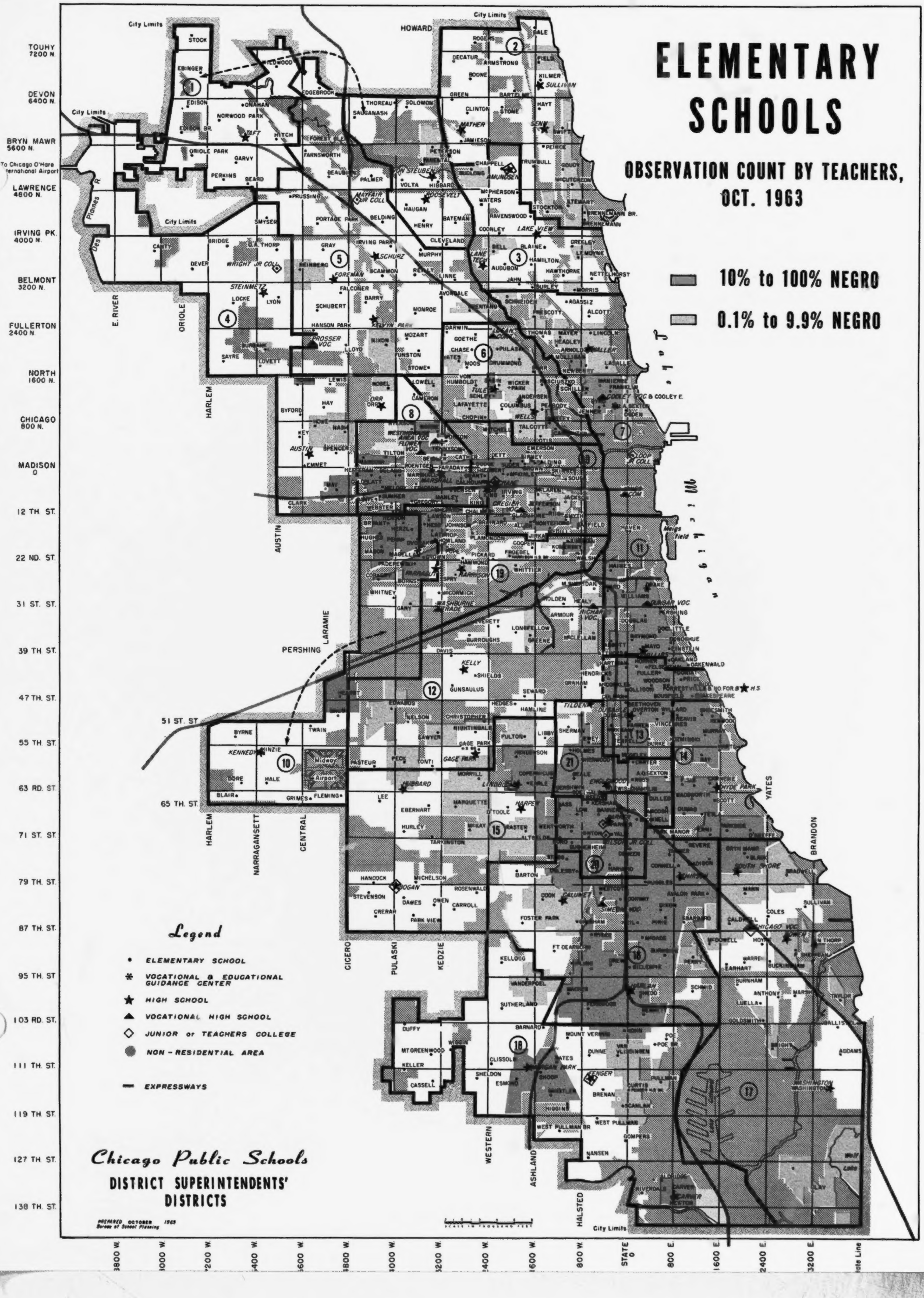
▨ NON - RESIDENTIAL AREA

— EXPRESSWAYS

Chicago Public Schools
HIGH SCHOOL ATTENDANCE AREAS

PREPARED OCTOBER 1965
Bureau of School Planning

TOUHY 7200 N.
DEVON 6400 N.
BRYN MAWR 5600 N.
To Chicago O'Hare International Airport
LAWRENCE 4800 N.
IRVING PK. 4000 N.
BELMONT 3200 N
FULLERTON 2400 N
NORTH 1600 N.
CHICAGO 800 N.
MADISON 0
12 TH. ST.
22 ND. ST.
31 ST. ST.
39 TH. ST.
47 TH. ST.
55 TH. ST.
63 RD. ST
71 ST. ST
79 TH. ST
87 TH. ST
95 TH. ST
103 RD. ST.
111 TH ST.
119 TH ST
127 TH ST
138 TH. ST.
8800 W.
8000 W.
7200 W.
6400 W.
5600 W.
4800 W.
4000 W.
3200 W.
2400 W.
1600 W.
800 W.
STATE 0
800 E.
1600 E.
2400 E.
3200 E.
State Line
City Limits
HOWARD
City Limits
City Limits
City Limits
City Limits
Des Plaines R.
E. RIVER
ORIOLE
HARLEM
AUSTIN
LARAMIE
PERSHING
51 ST. ST
65 TH. ST
HARLEM
NARRAGANSETT
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
YATES
BRANDON
Lake Michigan
Meigs Field
Midway Airport
Wolf Lake
SULLIVAN
SENN
MATHER
TAFT
AMUNDSEN
VON STEUBEN
ROOSEVELT
LAKE VIEW
SCHURZ
LANE TECH
FOREMAN
STEINMETZ
KELVYN PARK
PROSSER VOC.
LOGAN CONT.
WALLER
TULEY
COOLEY VOC.
WELLS
ORR
AUSTIN
FLOWER VOC.
CRANE
MARSHALL
JONES COM.
GREGIER VOC.
FARRAGUT
HARRISON
WASHBURNE TRADE
RICHARDS VOC.
DUNBAR VOC.
PHILLIPS
KELLY
TILDEN Gen. & Tech.
DU SABLE
GAGE PARK
KENNEDY
HUBBARD
LINDBLOM Gen. & Tech.
ENGLEWOOD
HYDE PARK
HARPER
PARKER
HIRSCH
SOUTH SHORE
BOGAN
CALUMET
SIMEON VOC.
CHICAGO VOC.
BOWEN
HARLAN
MORGAN PARK
FENGER
WASHINGTON
CARVER
SCALE IN THOUSAND FEET



City Limits
TOUHY 7200 N.
DEVON 6400 N.
BRYN MAWR 5600 N.
To Chicago O'Hare International Airport
LAWRENCE 4800 N.
IRVING PK. 4000 N.
BELMONT 3200 N.
FULLERTON 2400 N.
NORTH 1600 N.
CHICAGO 800 N.
MADISON 0
12 TH. ST.
22 ND. ST.
31 ST. ST.
39 TH ST.
47 TH. ST.
55 TH. ST.
63 RD. ST.
71 ST. ST.
79 TH. ST.
87 TH. ST.
95 TH. ST
103 RD. ST.
111 TH. ST.
119 TH ST.
127 TH. ST.
138 TH. ST.
HOWARD
Des Plaines R.
E. RIVER
ORIOLE
HARLEM
AUSTIN
LARAMIE
PERSHING
51 ST. ST.
65 TH. ST.
NARRAGANSETT
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
YATES
BRANDON
Lake Michigan
Midway Airport
3800 W.
3000 W.
7200 W.
6400 W.
5600 W.
4800 W.
4000 W.
3200 W.
2400 W.
1600 W.
800 W.
STATE 0
800 E.
1600 E.
2400 E.
3200 E.
State Line
SCALE IN THOUSAND FEET
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21

ELEMENTARY SCHOOLS

OBSERVATION COUNT BY TEACHERS, OCT. 1963

▨ 10% to 100% NEGRO

▨ 0.1% to 9.9% NEGRO

Legend

- • ELEMENTARY SCHOOL
- ✱ VOCATIONAL & EDUCATIONAL GUIDANCE CENTER
- ★ HIGH SCHOOL
- ▲ VOCATIONAL HIGH SCHOOL
- ◇ JUNIOR or TEACHERS COLLEGE
- ● NON-RESIDENTIAL AREA
- — EXPRESSWAYS

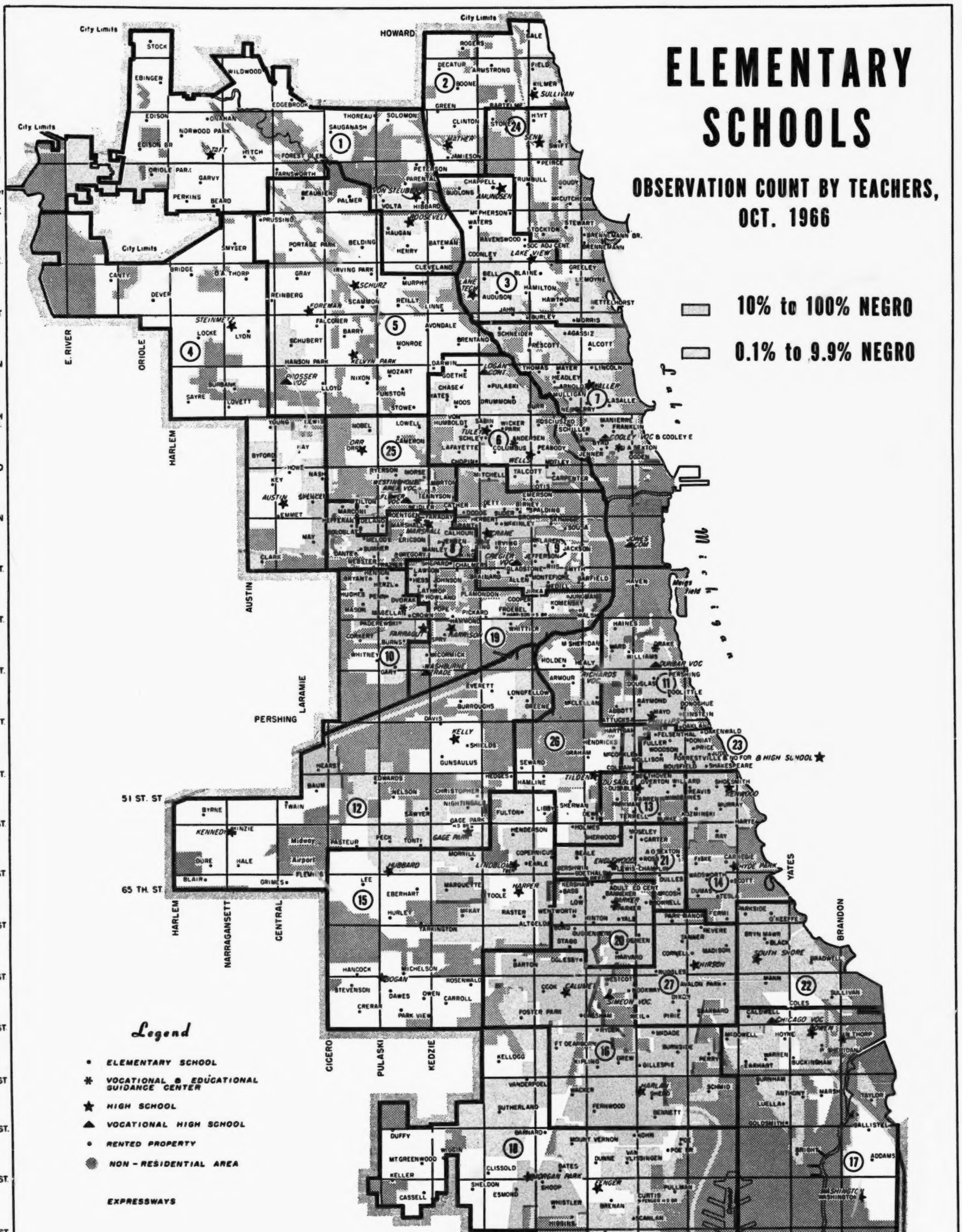
Chicago Public Schools

DISTRICT SUPERINTENDENTS' DISTRICTS

PREPARED OCTOBER 1963
Bureau of School Planning

ELEMENTARY SCHOOLS

OBSERVATION COUNT BY TEACHERS, OCT. 1966


10% to 100% NEGRO
0.1% to 9.9% NEGRO
Legend
ELEMENTARY SCHOOL
VOCATIONAL & EDUCATIONAL GUIDANCE CENTER
HIGH SCHOOL
VOCATIONAL HIGH SCHOOL
RENTED PROPERTY
NON-RESIDENTIAL AREA
EXPRESSWAYS
Chicago Public Schools
DISTRICT SUPERINTENDENTS' DISTRICTS
PREPARED SEPT. 1966
Bureau of School Planning
SCALE IN THOUSAND FEET
City Limits
HOWARD
TOUHY 7200 N
DEVON 6400 N.
BRYN MAWR 5600 N.
To Chicago O'Hare International Airport
LAWRENCE 4800 N.
IRVING PK. 4000 N.
BELMONT 3200 N
FULLERTON 2400 N
NORTH 1600 N.
CHICAGO 800 N.
MADISON 0
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138 TH. ST.
E. RIVER
ORIOLE
HARLEM
AUSTIN
LARAMIE
PERSHING
NARRAGANSETT
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
YATES
BRANDON
Lake Michigan
Meigs Field
Midway Airport
8800 W.
8000 W.
7200 W.
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2400 W.
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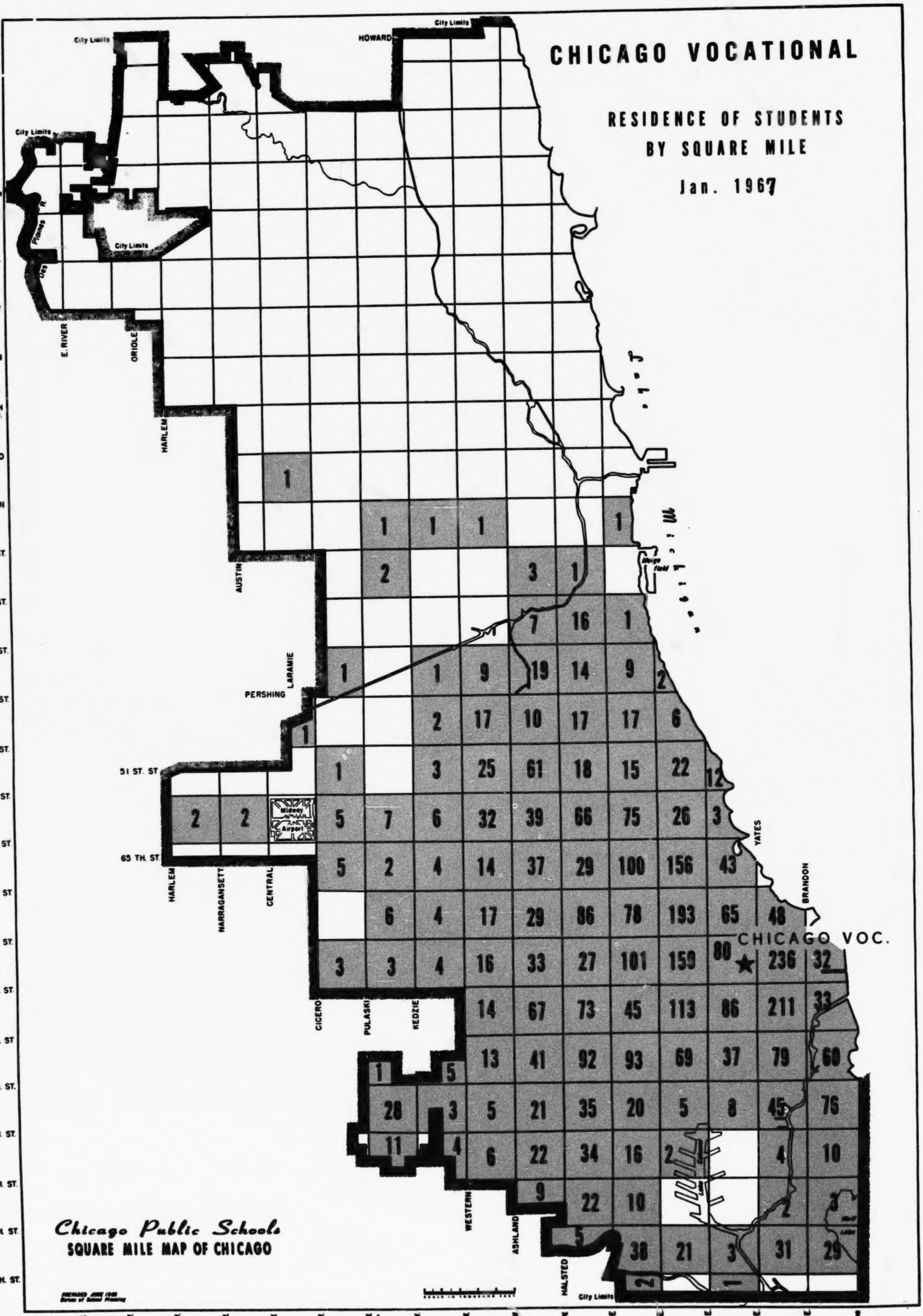
STATE 0
800 E.
1600 E.
2400 E.
3200 E.
State Line


CHICAGO VOCATIONAL
RESIDENCE OF STUDENTS
BY SQUARE MILE
Jan. 1967
CHICAGO VOC.
Chicago Public Schools
SQUARE MILE MAP OF CHICAGO
TOUHY 7200 N.
DEVON 6400 N.
BRYN MAWR 5600 N.
Chicago O'Hare International Airport
LAWRENCE 4800 N.
IRVING PK. 4000 N.
BELMONT 3200 N.
FULLERTON 2400 N.
NORTH 1600 N.
CHICAGO 800 N.
MADISON 0
12 TH. ST.
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138 TH. ST.
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4800 W.
4000 W.
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STATE 0
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State Line
City Limits
HOWARD
Des Plaines R.
E. RIVER
ORIOLE
HARLEM
AUSTIN
LARAMIE
PERSHING
Midway Airport
NARRAGANSETT
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
YATES
BRANDON
Meigs Field
Lake Michigan
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7 16 1
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2 17 10 17 17 6
1
1 3 25 61 18 15 22 12
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5 2 4 14 37 29 100 156 43
6 4 17 29 86 78 193 65 48
3 3 4 16 33 27 101 159 80 236 32
14 67 73 45 113 86 211 33
1 5 13 41 92 93 69 37 79 60
28 3 5 21 35 20 5 8 45 76
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5 38 21 3 31 29
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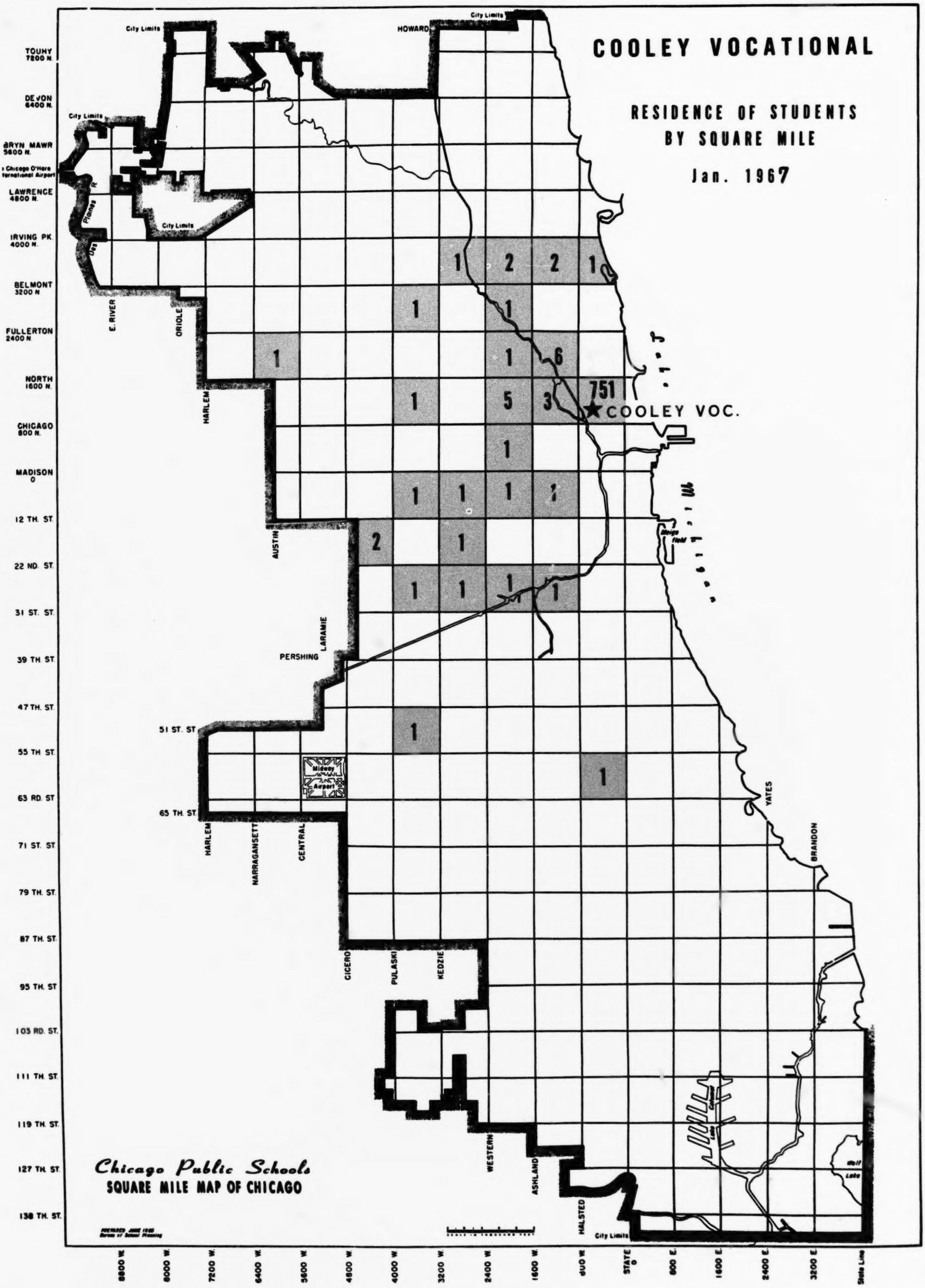

COOLEY VOCATIONAL

RESIDENCE OF STUDENTS BY SQUARE MILE

Jan. 1967

Chicago Public Schools

SQUARE MILE MAP OF CHICAGO

TOUHY 7200 N.
DEVON 6400 N.
BRYN MAWR 5600 N.
Chicago O'Hare International Airport
LAWRENCE 4800 N.
IRVING PK. 4000 N.
BELMONT 3200 N
FULLERTON 2400 N.
NORTH 1600 N.
CHICAGO 800 N.
MADISON 0
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22 ND. ST.
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47 TH. ST.
51 ST. ST
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63 RD. ST
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79 TH. ST.
87 TH. ST.
95 TH. ST
103 RD. ST.
111 TH. ST.
119 TH. ST.
127 TH. ST.
138 TH. ST.
City Limits
HOWARD
Des Plaines R.
E. RIVER
ORIOLE
HARLEM
AUSTIN
LARAMIE
PERSHING
Midway Airport
NARRAGANSETT
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
YATES
BRANDON
Meigs Field
Lake Calumet
Wolf Lake
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751
COOLEY VOC.
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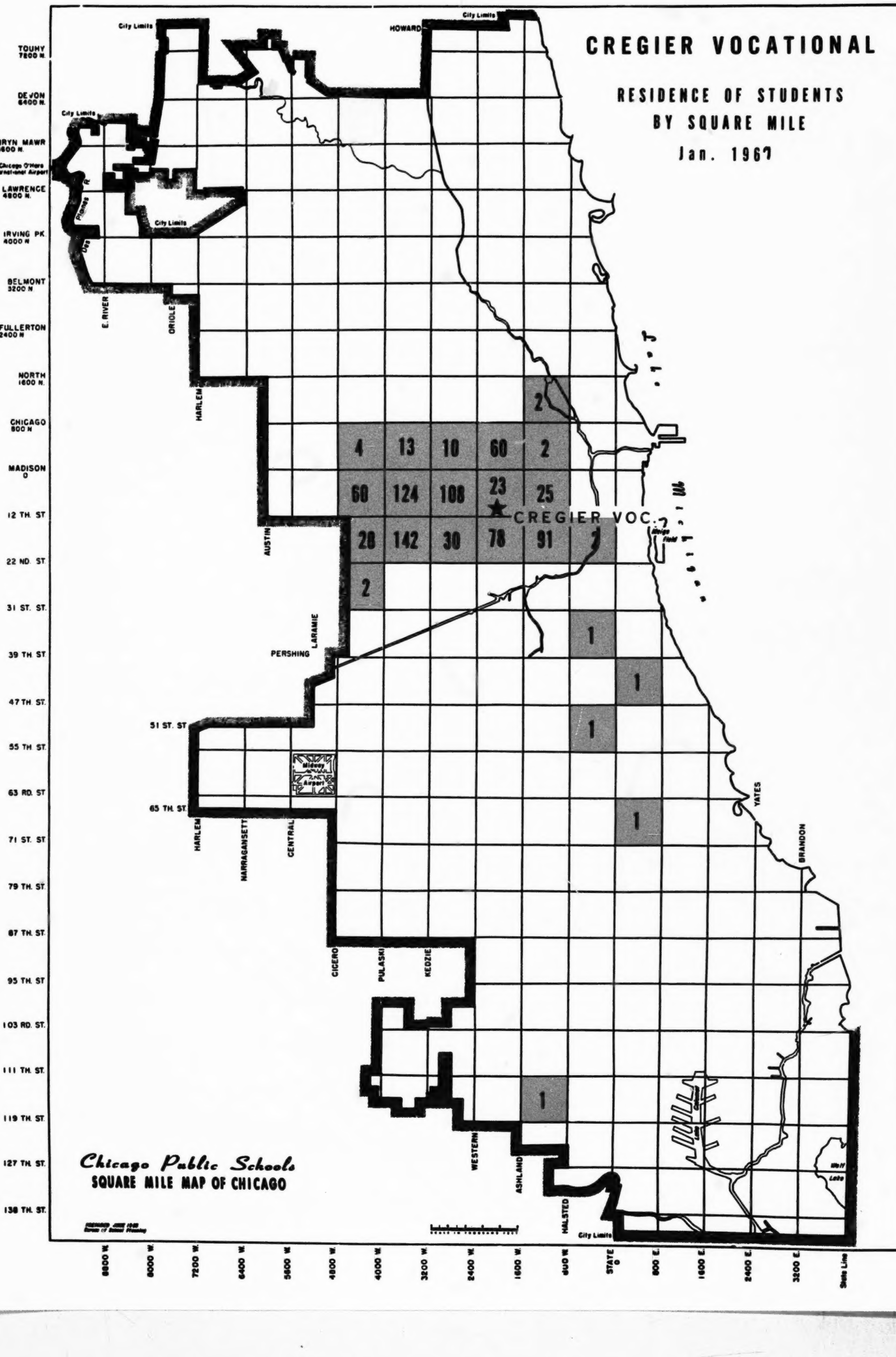
8800 W.
8000 W.
7200 W.
6400 W.
5600 W.
4800 W.
4000 W.
3200 W.
2400 W.
1600 W.
800 W.
STATE 0
800 E.
1600 E.
2400 E.
3200 E.
State Line



CREGIER VOCATIONAL

RESIDENCE OF STUDENTS
BY SQUARE MILE
Jan. 1967

Chicago Public Schools
SQUARE MILE MAP OF CHICAGO

TOUHY 7200 N.
DEVON 6400 N.
BRYN MAWR 5600 N.
Chicago O'Hare International Airport
LAWRENCE 4800 N.
IRVING PK. 4000 N
BELMONT 3200 N
FULLERTON 2400 N
NORTH 1600 N.
CHICAGO 800 N
MADISON 0
12 TH. ST
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95 TH. ST
103 RD. ST.
111 TH. ST.
119 TH. ST.
127 TH. ST.
138 TH. ST.
City Limits
HOWARD
Des Plaines R.
E. RIVER
ORIOLE
HARLEM
AUSTIN
PERSHING
LARAMIE
51 ST. ST
65 TH. ST
Midway Airport
NARRAGANSETT
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
YATES
BRANDON
Meigs Field
Wolf Lake
CREGIER VOC.
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8800 W.
8000 W.
7200 W.
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4000 W.
3200 W.
2400 W.
1600 W.
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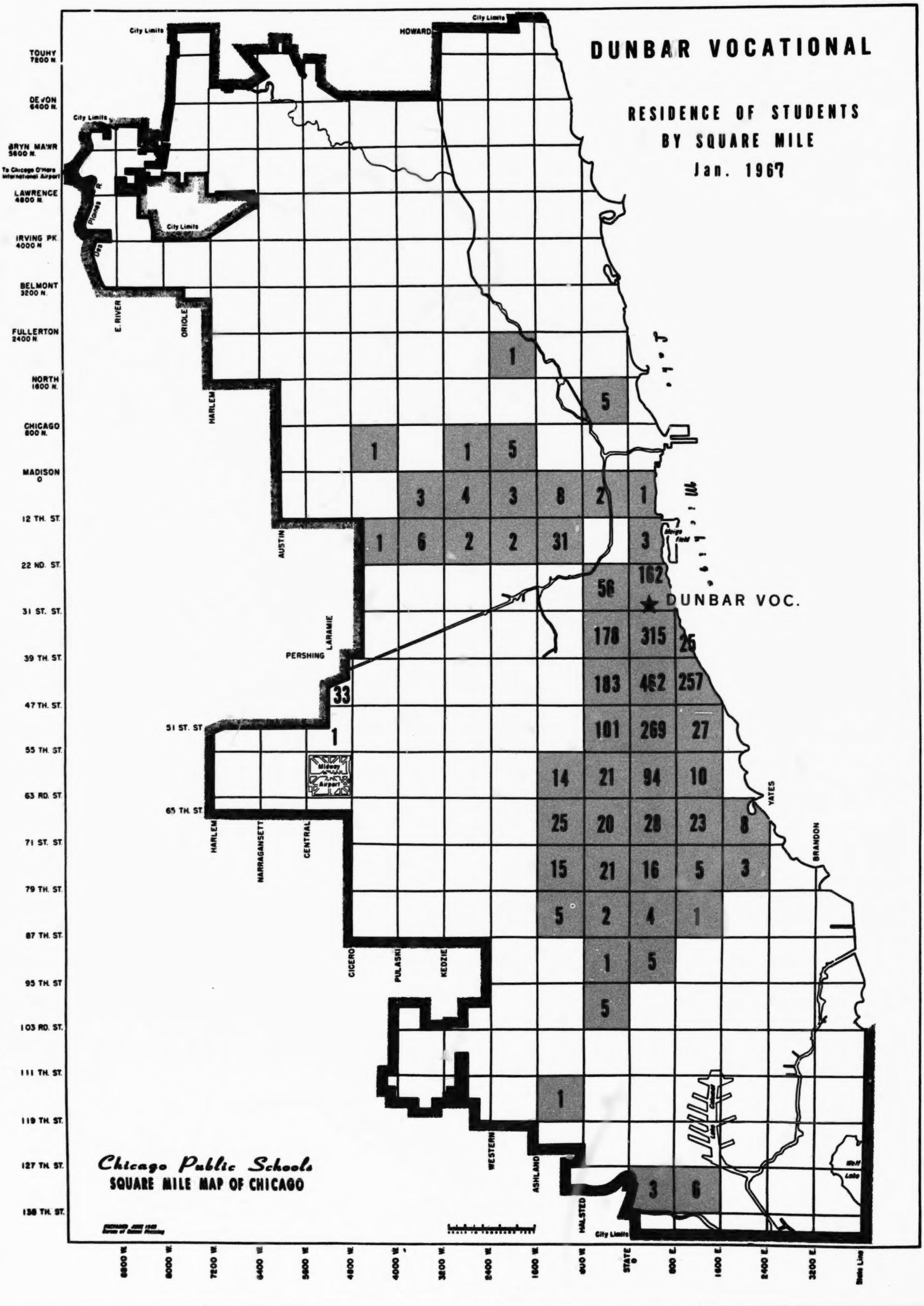
STATE 0
800 E.
1600 E.
2400 E.
3200 E.
State Line

DUNBAR VOCATIONAL

RESIDENCE OF STUDENTS BY SQUARE MILE

Jan. 1967


City Limits
HOWARD
TOUHY 7200 N.
DEVON 6400 N.
BRYN MAWR 5600 N.
To Chicago O'Hare International Airport
LAWRENCE 4800 N.
IRVING PK. 4000 N
BELMONT 3200 N.
FULLERTON 2400 N.
NORTH 1600 N.
CHICAGO 800 N.
MADISON 0
12 TH. ST.
22 ND. ST.
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39 TH. ST.
47 TH. ST.
55 TH. ST.
63 RD. ST.
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79 TH. ST.
87 TH. ST.
95 TH. ST
103 RD. ST.
111 TH. ST.
119 TH. ST.
127 TH. ST.
138 TH. ST.
Des Plaines R.
E. RIVER
ORIOLE
HARLEM
AUSTIN
LARAMIE
PERSHING
51 ST. ST
65 TH. ST
Midway Airport
NARRAGANSETT
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
STATE
YATES
BRANDON
Meigs Field
Calumet Lake
Wolf Lake
DUNBAR VOC.
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162
178
315
25
33
183
462
257
1
101
269
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8000 W.
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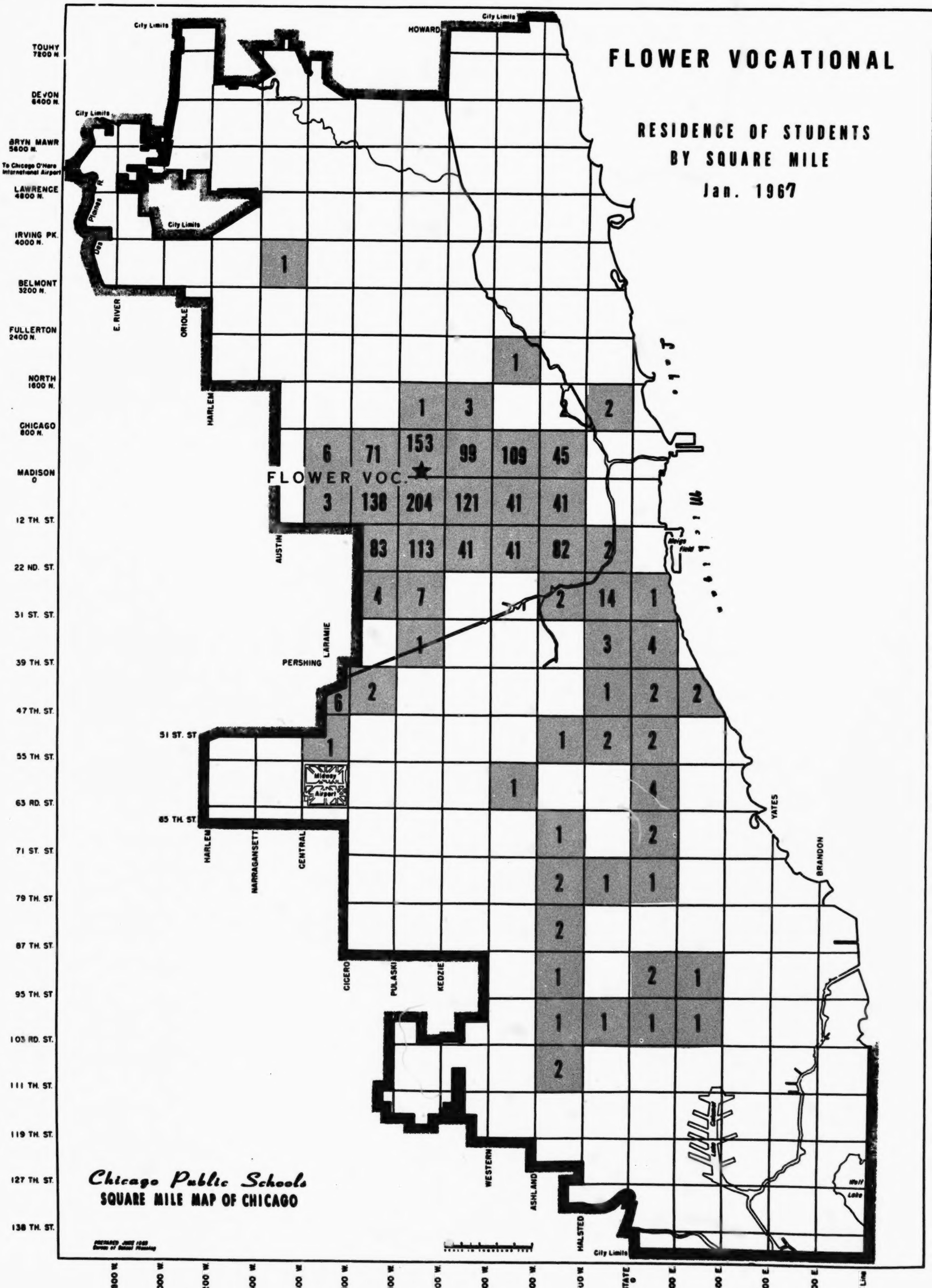
4000 W.
3200 W.
2400 W.
1600 W.
800 W.
STATE 0
800 E.
1600 E.
2400 E.
3200 E.
State Line

Chicago Public Schools

SQUARE MILE MAP OF CHICAGO



FLOWER VOCATIONAL

RESIDENCE OF STUDENTS BY SQUARE MILE

Jan. 1967

Chicago Public Schools

SQUARE MILE MAP OF CHICAGO

TOUHY 7200 N.
DEVON 6400 N.
BRYN MAWR 5600 N.
To Chicago O'Hare International Airport
LAWRENCE 4800 N.
IRVING PK. 4000 N.
BELMONT 3200 N.
FULLERTON 2400 N.
NORTH 1600 N.
CHICAGO 800 N.
MADISON 0
12 TH. ST.
22 ND. ST.
31 ST. ST.
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47 TH. ST.
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63 RD. ST.
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103 RD. ST.
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119 TH. ST.
127 TH. ST.
138 TH. ST.
City Limits
HOWARD
Des Plaines R.
E. RIVER
ORIOLE
HARLEM
AUSTIN
LARAMIE
PERSHING
51 ST. ST
65 TH. ST
HARLEM
NARRAGANSETT
CENTRAL
Midway Airport
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
YATES
BRANDON
Meigs Field
Lake Calumet
Wolf Lake
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FLOWER VOC.
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7200 W.
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4800 W.
4000 W.
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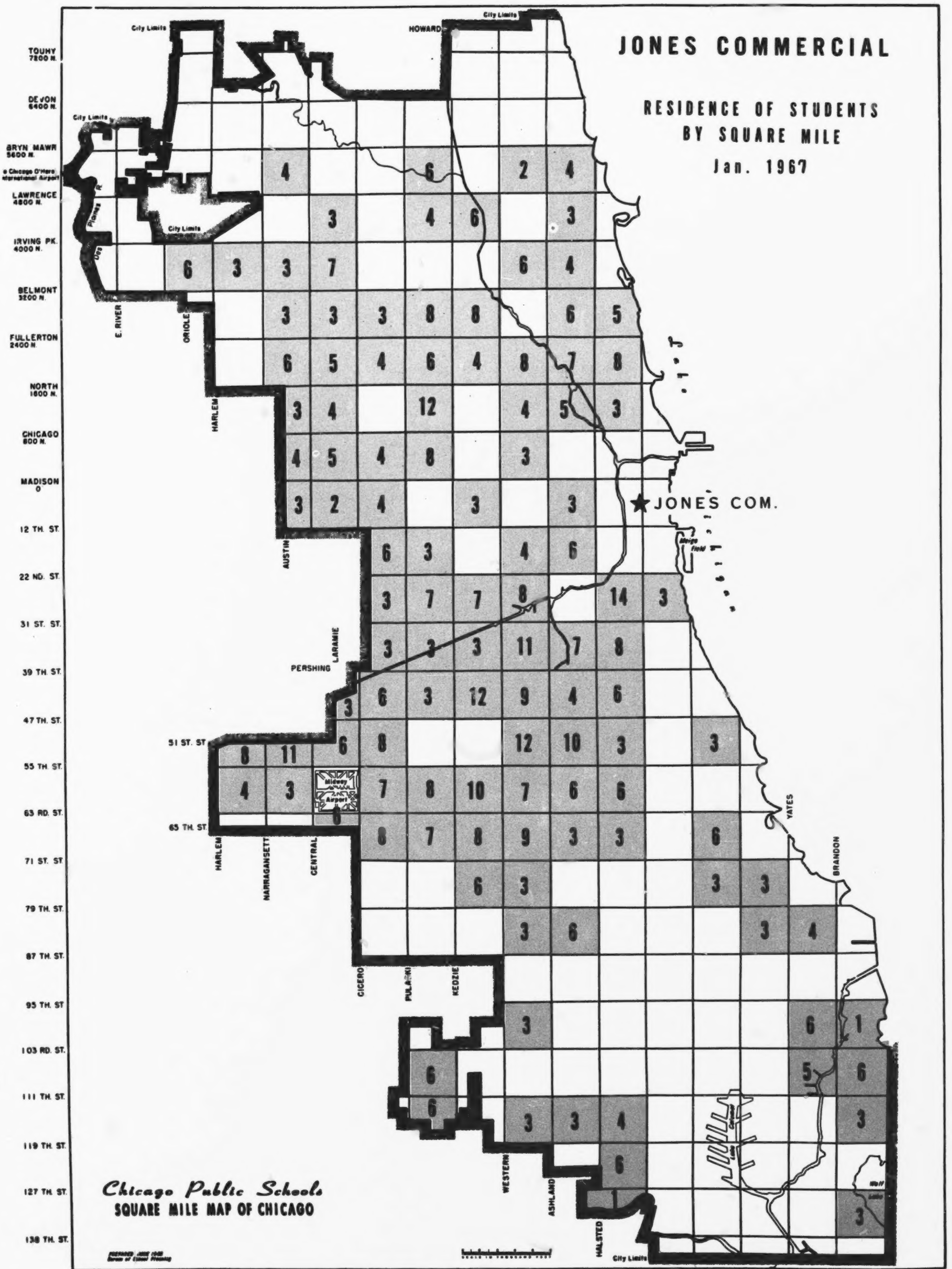
2400 W.
1600 W.
800 W.
STATE 0
800 E.
1600 E.
2400 E.
3200 E.
State Line

JONES COMMERCIAL

RESIDENCE OF STUDENTS BY SQUARE MILE

Jan. 1967


City Limits
HOWARD
TOUHY 7200 N.
DEVON 6400 N.
BRYN MAWR 5600 N.
Chicago O'Hare International Airport
LAWRENCE 4800 N.
IRVING PK. 4000 N.
BELMONT 3200 N.
FULLERTON 2400 N.
NORTH 1600 N.
CHICAGO 800 N.
MADISON 0
12 TH. ST.
22 ND. ST.
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103 RD. ST.
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127 TH. ST.
138 TH. ST.
E. RIVER
ORIOLE
HARLEM
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LARAMIE
PERSHING
51 ST. ST.
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NARRAGANSETT
CENTRAL
Midway Airport
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
YATES
BRANDON
Meigs Field
JONES COM.
Lake Calumet
Wolf Lake
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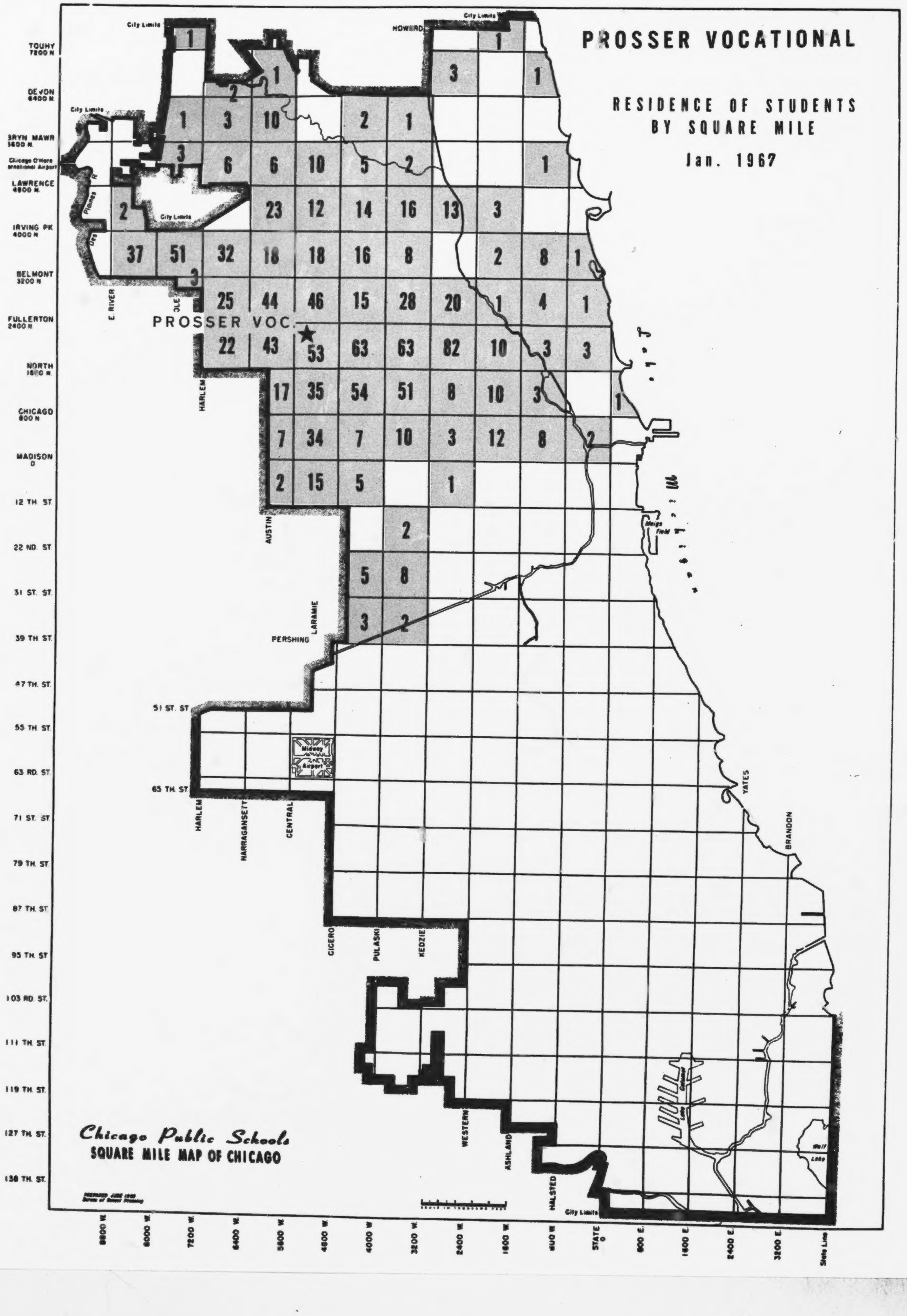
1 3
Chicago Public Schools
SQUARE MILE MAP OF CHICAGO
8800 W.
8000 W.
7200 W.
6400 W.
5600 W.
4800 W.
4000 W.
3200 W.
2400 W.
1600 W.
800 W.
STATE 0
800 E.
1600 E.
2400 E.
3200 E.
State Line



PROSSER VOCATIONAL

RESIDENCE OF STUDENTS
BY SQUARE MILE

Jan. 1967

PROSSER VOC.
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TOUHY 7200 N
DEVON 6400 N.
BRYN MAWR 5600 N.
Chicago O'Hare International Airport
LAWRENCE 4800 N.
IRVING PK 4000 N
BELMONT 3200 N
FULLERTON 2400 N
NORTH 1600 N.
CHICAGO 800 N
MADISON 0
12 TH. ST.
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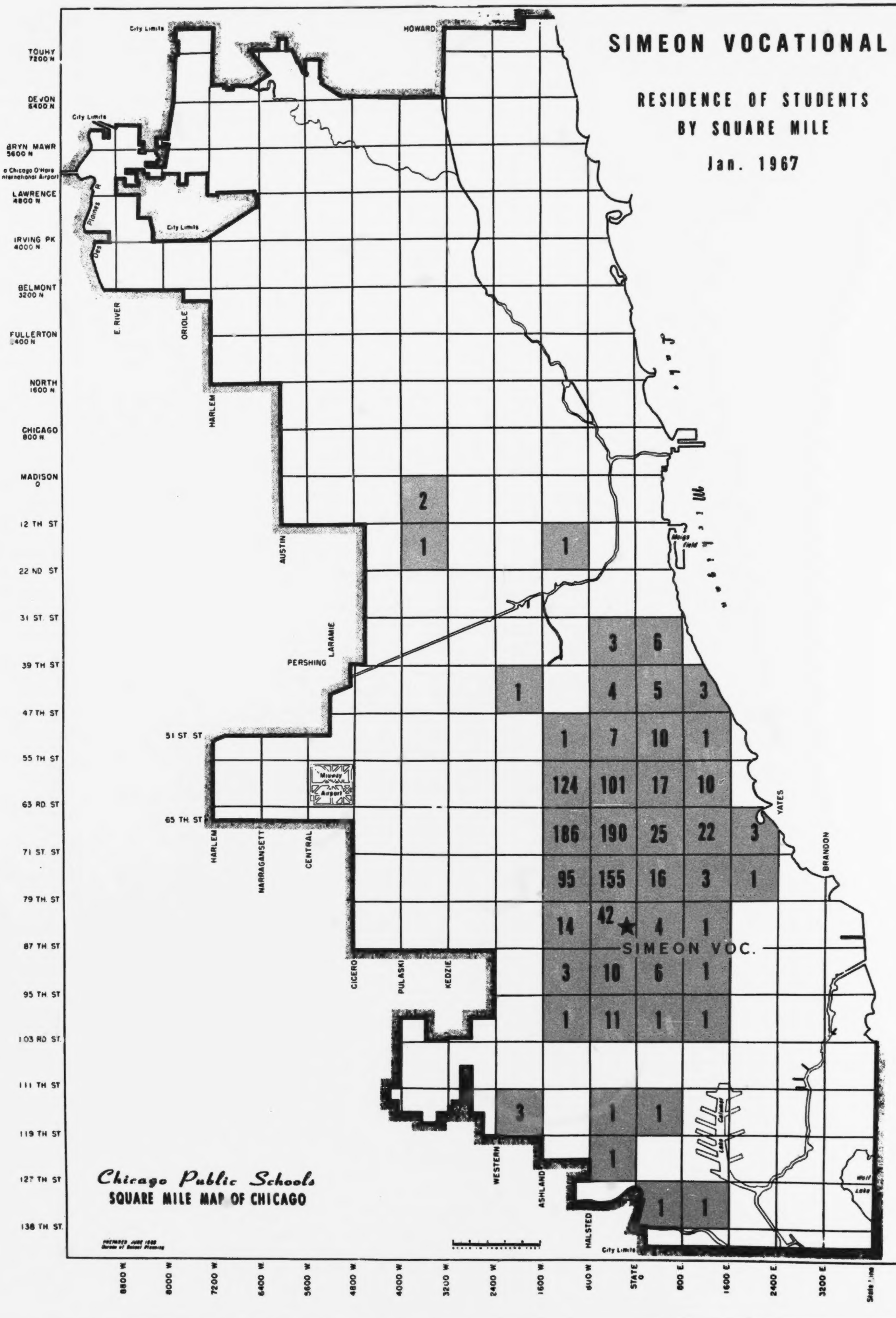
4000 W.
3200 W.
2400 W.
1600 W.
800 W.
STATE 0
800 E.
1600 E.
2400 E.
3200 E.
State Line
City Limits
HOWARD
Des Plaines R.
E. RIVER
HARLEM
AUSTIN
LARAMIE
PERSHING
51 ST. ST.
65 TH. ST.
Midway Airport
NARRAGANSETT
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
YATES
BRANDON
Meigs Field
Lake Michigan
Lake Calumet
Wolf Lake

Chicago Public Schools
SQUARE MILE MAP OF CHICAGO



SIMEON VOCATIONAL

RESIDENCE OF STUDENTS BY SQUARE MILE

Jan. 1967

Chicago Public Schools
SQUARE MILE MAP OF CHICAGO
TOUHY 7200 N
DEVON 6400 N
BRYN MAWR 5600 N
Chicago O'Hare International Airport
LAWRENCE 4800 N
IRVING PK 4000 N
BELMONT 3200 N
FULLERTON 2400 N
NORTH 1600 N
CHICAGO 800 N
MADISON 0
12 TH ST
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111 TH ST
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City Limits
HOWARD
Des Plaines R
E. RIVER
ORIOLE
HARLEM
AUSTIN
LARAMIE
PERSHING
Midway Airport
NARRAGANSETT
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
YATES
BRANDON
Meigs Field
Lake Calumet
Wolf Lake
SIMEON VOC.
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186 190 25 22 3
95 155 16 3 1
14 42 4 1
3 10 6 1
1 11 1 1
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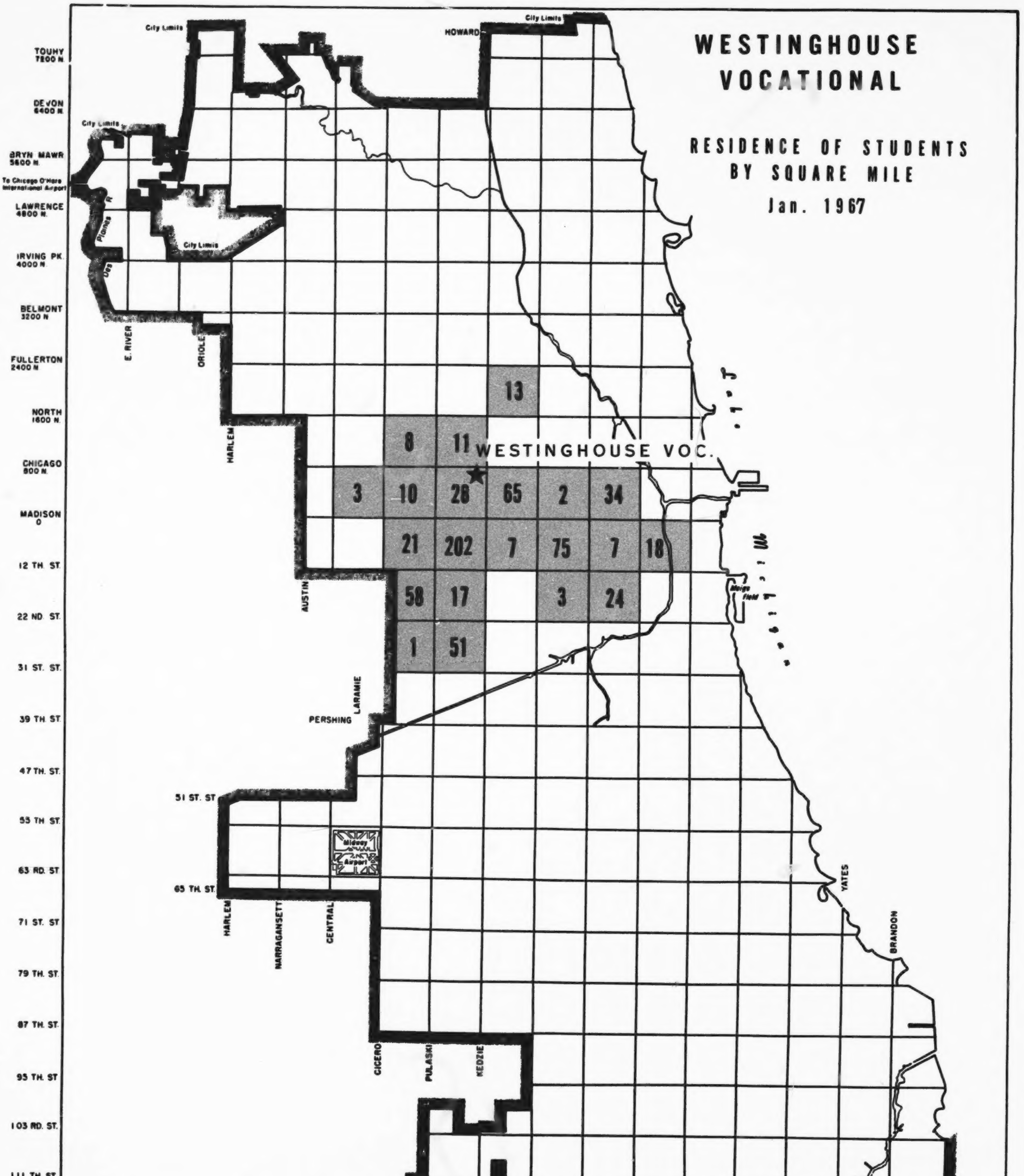
1 1
8800 W
8000 W
7200 W
6400 W
5600 W
4800 W
4000 W
3200 W
2400 W
1600 W
800 W
STATE 0
800 E
1600 E
2400 E
3200 E
State line

WESTINGHOUSE VOCATIONAL

RESIDENCE OF STUDENTS BY SQUARE MILE

Jan. 1967


City Limits
HOWARD
TOUHY 7200 N.
DEVON 6400 N.
BRYN MAWR 5600 N.
To Chicago O'Hare International Airport
LAWRENCE 4800 N.
IRVING PK. 4000 N.
BELMONT 3200 N
FULLERTON 2400 N
NORTH 1600 N.
CHICAGO 800 N.
MADISON 0
12 TH. ST.
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103 RD. ST.
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119 TH. ST.
127 TH. ST.
138 TH. ST.
Des Plaines R.
E. RIVER
ORIOLE
HARLEM
AUSTIN
LARAMIE
PERSHING
NARRAGANSETT
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
YATES
BRANDON
Midway Airport
Meigs Field
Lake Michigan
Lake Calumet
Wolf Lake
State Line
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WESTINGHOUSE VOC.
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51
Chicago Public Schools
SQUARE MILE MAP OF CHICAGO
6800 W.
6000 W.
7200 W.
6400 W.
5600 W.
4800 W.
4000 W.
3200 W.
2400 W.
1600 W.
800 W.
STATE 0
800 E.
1600 E.
2400 E.
3200 E.

PROJECTIONS OF POPULATION AND SCHOOL ENROLLMENTS BY COMMUNITY AREA FOR THE CITY OF CHICAGO 1970 AND 1975

PREPARED FOR
BOARD OF EDUCATION
CITY OF CHICAGO
APRIL 1968

PREPARED BY
REAL ESTATE RESEARCH CORPORATION

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City of Chicago Population - 1960, Adjusted for Estimate of Undercount

ACKNOWLEDGMENTS

A study of the scope described in this report requires a broad variety of data and insights. Much of this information is not readily available in the form necessary for direct application in our assignment. We have had to collect information from people working in many different public agencies and private organizations. Their co-operation in supplying us information has been very helpful for setting our projections on a better foundation of experience than otherwise would have been possible. Some of the contributors have spent considerable time in helping us to classify data for meaningful employment in this study. We especially appreciate the efforts of the staff of the Catholic School Board in this regard. We are also obliged to the following persons and employers:

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Mr. Paul W. Beers

I. ASSIGNMENT

Real Estate Research Corporation is submitting this report to the Board of Education in accordance with the work program adopted by the Board on July 12, 1967.

A. General Purpose

This report has been designed to provide a comprehensive analysis of population and school enrollment in the city of Chicago through 1975. It is intended as a supplement to the population and enrollment micro-analyses presented in the report "A Long Range School Facilities Program, 1967-1971" prepared by the Board of Education. The conclusions of the report are based upon the consideration of past and likely future trends of housing and population, racial transition patterns, parochial and public school enrollment trends, and the impact of local government activity in the fields of urban renewal, transportation, and housing.

The primary purpose of this report is to provide a basis for facilities and program decision-making by the staff of the Board of Education and its educational consultants. To this end, the report presents not only the conclusions of the analysis, but also an outline of the basic considerations. Such an explicit description of methodology for collecting, processing, and analyzing data is intended to assist the Board of Education staff in introducing an element of continuity to their planning efforts.

The demographic analysis set forth in this study has been undertaken independently from the programmatic consultation which is currently underway.

B. Specific Work Program

This document is the second of two major reports to the Board of Education. The initial report, prepared in December 1967, set forth our preliminary findings and projections of population and school enrollment. The earlier report included general background on population enrollment and trends from 1950, population enrollment data by community area since 1960, and an analysis of the impact of private sector construction and public programs upon the population of the city. Also, at that time we reported our selection of the community area as the basic unit of the analysis. Finally, we presented preliminary over-all city projections of population and enrollment based on natural increase and migration assumptions in the city of Chicago through 1980. As an adjunct to our primary analysis, we also prepared enrollment projections by race for three high school districts with which the Board of Education was immediately concerned.

In this final report, we are emphasizing the estimates of total population and racial breakdowns by community area, and the derivation of public and parochial school enrollment projections by race for each of the 75 community areas. This further analysis of population and enrollments by community area has been reconciled with preliminary city projections, and the earlier projections have been adjusted accordingly.

As the final step in our assignment, we have undertaken to suggest data collection and analysis techniques for the Board of Education staff. Hopefully, the Board staff can utilize these recommendations to periodically and frequently update the population and enrollment projections as additional data become available.

C. Method of Presentation

There are several items concerning the presentation of this report which should be explicitly covered:

1. Incorporation of Preliminary Findings

This final report incorporates the essential portions of the preliminary report so that the reader is not required to refer to the earlier document. For the sake of clarity of organization, some of the lengthy, technical discussions set forth in the earlier report have been briefly summarized, with allusions to the earlier presentation. The most notable example of this type of summarization is the methodology statement on the cohort-survival technique for projecting over-all city population.

2. Separate Discussion of 1980 Projections

The detailed reporting of methodology and conclusions regarding the enrollment and population analyses is limited to the 1970 and 1975 projections. These projections are set forth with respect to community area by population, by race, by school enrollment, and by income classification. For the period between 1975 and 1980, because of the tremendous degree of uncertainty involved, we have simply reported general subarea trends and patterns, especially in regard to racial transition and the over-all racial composition of the population. The discussion of these 1975-1980 conclusions is covered in a separate section of this report.

II. SUMMARY

The following statements represent highlights of the research and conclusions which are set forth in detail in subsequent chapters of this report.

The population and enrollment projections set forth in this report are based upon such basic population factors as natural increase and migration. In addition, the impact of probable shifts which might be observed in the pattern of land use has also been taken into account.

Our delineation of public and parochial school enrollments posits a continuation of certain Catholic School Board policies concerning parochial school enrollments. Possible policies which the Catholic School Board might implement, along with their quantitative enrollment impacts, are discussed later in this report. Should any of these additional policies be adopted, our projected public and parochial enrollments will have to be adjusted accordingly.

A. Analyses of Population and Enrollment

1. The population of the Chicago Standard Metropolitan Statistical Area will increase by 1,381,000 persons from 1965 to 1980.

The population of the six-county metropolitan area will continue to increase steadily, as it has since 1920. From the 3,395,000 population figure in 1920, the metropolitan area has grown to an estimated 6,811,000 in 1965. Projections for subsequent years are as follows:

Year	Metropolitan Area Population
1970	7,240,000
1975	7,680,000
1980	8,192,000

2. The population of the city of Chicago will decline by approximately 139,000 from 1965 to 1980.

The table which follows represents our over-all population projections for the city of Chicago by five-year intervals to 1980.

Table 1. POPULATION PROJECTIONS FOR THE CITY OF CHICAGO

	Population (in thousands)					
	1950[1]	1960[1]	1965	1970	1975	1980
White						
Male	1,533	1,325	1,200	1,104	1,011	929
Female	1,579	1,387	1,284	1,199	1,102	1,010
Total White	3,112	2,712	2,484	2,303	2,113	1,939
Nonwhite						
Male	245	402	598[3]	673	734	776
Female	265	436	544[3]	634	711	772
Total Nonwhite	509[2]	838	1,142[3]	1,307	1,445	1,548
Total White and Nonwhite	3,621	3,550	3,626[3]	3,610	3,558	3,487

Source: Real Estate Research Corporation.

The total population decline from 1965 to 1980 of 139,000 represents an annual decrease of 9,300 persons. In addition, an analysis of the changes projected for the white and nonwhite segments reveals that the white population is projected to decrease by 545,000 persons, from 2,484,000 to 1,939,000. The nonwhite projections shows an increase of 406,000 persons, from 1,142,000 to 1,548,000. Thus, in 1980 the white population will comprise 55.6 percent of the total city population as compared to 68.5 percent in 1965 and 85.9 percent in 1950.

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[1] 1950 and 1960 data are census enumerations.

[2] Rounding error.

[3] Includes +157,000 incremental adjustment in the form of migration for the period 1960 to 1965.

3. The decrease in white population is primarily due to a significant out-migration of white households. The increase in nonwhite population will be primarily due to the excess of births over deaths.

The table on the following page presents the components of population change anticipated to 1980.

The total number of births in the city of Chicago is expected to decline as a result of the rapid decline in white births, due to lower birth rates and the out-migration of child-bearing women. On the other hand, the number of nonwhite births is projected to increase slightly despite the projected decline in birth rates.

Migration levels decrease continually over the projection period. For the white population, the out-migration effects are far greater than the white natural increase effects. Consequently, the changes in the white population reflect, in essence, white out-migration. On the other hand, the nonwhite in-migration makes only a secondary contribution to the total nonwhite population growth. As a percentage of total nonwhite population growth between 1965 and 1980, in-migration will contribute only 30 percent. Natural increase will contribute 70 percent of the change.

Table 2. POPULATION PROJECTIONS FOR THE CITY OF CHICAGO - COMPONENTS OF CHANGE (in thousands)

	1950-1960[1]	1960-1965	1965-1970	1970-1975	1975-1980	1980
Population at Start of Period						
White	3,112	2,712	2,484	2,303	2,113	1,939
Nonwhite	509	838	1,142	1,307	1,445	1,548
Total	3,621	3,550	3,626	3,610	3,558	3,487
Births						
White	624	253	205	181	158	
Nonwhite	239	151	157	175	173	
Total	863	404	362	356	331	
Deaths						
White	345	233	195	176	160	
Nonwhite	70	59	66	76	80	
Total	415	292	261	252	240	
Migration						
White	-679	-249[2]	-191	-195	-172	
Nonwhite	159	212[2]	74	39	10	
Total	-520	- 37[2]	-117	-156	-162	
Total Change						
White	-400	-229[2]	-181	-190	-174	
Nonwhite	328	304[2]	165	138	103	
Total	- 72	75[2]	- 16	- 52	- 71	

Source: Real Estate Research Corporation.

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[1] 1950 and 1960 data are census enumerations.

[2] Includes +157,000 incremental adjustment in the form of migration for the period 1960 to 1965.

4. Racial transition is occurring primarily in the West, Southwest, and Southeast sections of the city.

Projections of racial distributions are important to the Board of Education in its program of facility planning. Therefore, a major part of this assignment has been devoted specifically to the analysis of racial transition in the city of Chicago.

The analysis has been carried out in the context of a basic assumption regarding the continuation (or lack of it) of the past trend in racial transition. This basic assumption is as follows: Based on the staff's interpretation of past trends and present conditions, it appears extremely likely that the vast majority of the nonwhite population growth in the city will continue to occur through intensive transition outward from the fringes of the existing ghetto. For a significant change in this pattern to occur, it will be necessary to effect substantial changes in the policies of various public agencies and, more importantly, substantial changes in the attitudes of the white population. Neither of these changes yet appears likely to occur more than nominally within the projection period.

The following table shows that most of the nonwhite population increases will occur in the West, Southwest, and Southeast sections of the city. The West section will experience 34.1 percent of the nonwhite increase anticipated during the 1960 to 1970 period, diminishing to 23.0 percent of the increase during the period 1970 to 1975. The Southwest section of the city will experience 39.8 percent of the nonwhite increase during the 1960 to 1970 period and 47.8 percent of the increase expected during the 1970 to 1975 period. The Southeast section of the city will experience 22.5 percent of the nonwhite increase during the 1960 to 1970 period and 25.6 percent of the increase during the 1970 to 1975 period.

Table 3. COMPARISON OF NONWHITE POPULATION INCREASES, 1960-1970 and 1970-1975, CITY OF CHICAGO

	Projected Population Increases, 1960-1970		Projected Population Increases, 1970-1975	
	Number	Percent of Total	Number	Percent of Total
North	11,602	3.6%	5,010	3.6%
West	108,833	34.1	31,750	23.0
Southeast	71,790	22.5	35,260	25.6
Southwest	127,063	39.8	65,980	47.8
Total	319,288	100.0%	138,000	100.0%

Source: Real Estate Research Corporation.

5. Projections of population were completed for 75 community areas.

Population projections were made for each community area using a technique which considered the number of occupied housing units and the average size of households in the units. The sum of the community area populations were then used to gauge the reasonableness of the population projections for the city made by the cohort-survival technique. The results of our community area projections are presented in Chapter V of this report.

6. Combined public and parochial school enrollment will increase 35,000 from 1966 to 1970, and decrease 32,300 from 1970 to 1975.

The following table presents a comparison of our projections for 1970 and 1975 with actual 1966 enrollment data.

Table 4. HISTORICAL AND PROJECTED SCHOOL ENROLLMENTS, CITY OF CHICAGO (in thousands)

	Public Kindergarten - Grade 12			Parochial Kindergarten - Grade 12			Total Public and Parochial Kindergarten - Grade 12		
Year	White	Nonwhite	Total	White	Nonwhite	Total	White	Nonwhite	Total
1966	264.9	307.7	572.6	193.8	26.8	220.6	458.7	334.5	793.2
1970	285.1	342.1	627.2	167.4	33.6	201.0	452.5	375.7	828.2
1975	261.9	353.0	614.9	144.1	36.9	181.0	406.0	389.9	795.9
1980	-	-	557.4	-	-	171.0	337.0	391.4	728.4

Sources: 1966 public school data - Chicago Board of Education;
1966 parochial school data - Catholic School Board;
1970 through 1980 - Real Estate Research Corporation projections.

Although the combined enrollment is projected to increase by only 2,700 students from 1966 to 1975, this change consists of a 52,700 decline in white students and an increase of 55,400 in nonwhite students.

The parochial school enrollment is projected to decline by 39,600 students from 1966 to 1975 due primarily to a policy of limiting class sizes.

On the other hand, from 1966 to 1975, the public school enrollment will increase by some 42,300 students. The white enrollment will decrease by 3,000 students, while the nonwhite enrollment will increase by 45,300. Thus, the increased enrollment experienced by the public schools will consist of essentially nonwhite students. Consequently, the percentage of nonwhite students in the public schools will increase from 53.7 percent in 1966 to 57.4 percent in 1975.

The projections of school enrollment by community area are shown in tables in the Enrollment Section of this report. These tables include delineations of the public school enrollment by elementary (Kindergarten through grade 8) and high school (grades 9 through 12) components. In general, the school enrollment projections by community area revealed that as a community area began racial transition, the number of students in the public schools increased. As a community began racial transition, the ratio of public elementary students to total public students increased.

7. The average growth rate of median family income will be three percent per year.

Future income levels of community areas can be projected by extrapolating at this rate from 1959 median family incomes, which are recorded in the 1960 Census of Population. Higher than average income community areas should experience higher than average income growth rates since the families in these areas enjoy income from both labor and capital productivity. On the other hand, lower income community areas will experience lower than average income growth because the meager demand for the labor skills usually prevalent in lower income areas inhibits the growth of income.

B. Final Considerations

Furthermore, we claim no validity for our figures beyond what we have stated in the report. We have used statistics which have reflected trends and patterns up through the present. We have projected such trends with modification where changes seemed justified and supportable. We further recognize that unexpected or unrecognized events, programs or circumstances may occur and alter conditions so that our projections may be seriously understated or overstated. We do not, though, suggest that the projections will be self-fulfilling.

Nevertheless, we have set forth estimates of what could and may occur under the assumptions described in the report. If the ground rules change over the projection period, the possible impact of such changes on enrollment can be assessed and new estimates prepared. We believe, however, that the projections set forth in this report can be used with confidence by the client in their planning of physical plant facilities and programs.

III. METROPOLITAN POPULATION BACKGROUND

A. Total Population, 1920 to 1980

The trend of population in the city of Chicago has continued upward from the time of the first United States census in 1840 until some time between 1950 and 1960. These were the years of peak population in Chicago, although the accompanying table shows 1965 as the year of highest population. The reason for this apparent discrepancy is the underenumeration of nonwhite population in the censuses of 1950 (by approximately 100,000 people) and 1960 (by 150,000 people). Adjustments have been made in this study to include these previously overlooked persons. Underenumeration among nonwhites is not a new phenomenon; however, the number of nonwhites in the city prior to the 1950 Census was significantly lower and the margin of possible error was therefore less.

While the city of Chicago's population is declining, the population of the six-county metropolitan area continues to grow steadily. The gradual decline will, by 1980, return the population figures of the city to the levels of the 1940's. During the same period, population growth in suburban Cook, Du Page, Kane, Lake, Mc Henry, and Will counties will reduce the proportion of the total metropolitan area population residing in the city to below 43 percent. This "decentralization" trend has been continuing since 1900, and we believe that it will continue to do so at least through the projection period.

Our belief in continued decentralization through the projection period does not preclude the possibility of major revisions in the local economic and social patterns during the next 12 years, but that such changes will not have been sufficiently underway to show a reversal of present trends by 1980. Vast changes in government programs, with reduced lead time, beginning within the next three to five years would create the possibility of exceptions to our projected conditions.

Table 5. POPULATION COMPARISONS, CITY OF CHICAGO AND CHICAGO SMSA*, 1920 - 1980

(in thousands)

	1920	1930	1940	1950	1960	1965	1970	1975	1980
SMSA	3,395	4,450	4,570	5,178	6,221	6,811	7,240	7,680	8,192
Population (change during previous decade)	25.6%	31.1%	2.7%	13.3%	20.1%	-	16.4%	-	13.1%
City of Chicago	2,702	3,376	3,397	3,621	3,550	3,626	3,610	3,558	3,487
Population (change during previous decade)	23.6%	24.9%	.6%	6.6%	-2.0%	-	1.7%	-	-3.4%
City of Chicago as percent of SMSA	79.6%	75.1%	74.3%	69.9%	57.1%	53.2%	49.9%	46.3%	42.6%

Sources: U.S. Census of Population; Real Estate Research Corporation.

Note: Adjustments for previous underenumeration of nonwhites have been included for SMSA and city figures after 1960. Percentage changes for the 1960 to 1970 period are distorted by the adjustments.

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*Includes Cook, Du Page, Kane, Lake, Mc Henry, and Will counties.

B. Racial Characteristics

While the nonwhite population of the Chicago Standard Metropolitan Statistical Area has been growing at a much more rapid rate over the years than has the entire population for the same area, the proportion of the nonwhite population residing in the city of Chicago compared to the remainder of the SMSA has remained relatively constant. We believe that this distribution is a significant fact and contrary to general opinion. However, we anticipate that both of these trends will have changed somewhat by 1980.

In the next decade or so, the rate of increase in the nonwhite population in the SMSA will move closer to the magnitude of increase of the total population. This will be due in part to the fact that the nonwhite population will be a larger proportion of the whole. Primarily, however, the change from the past will be due to increasing similarities between the nonwhite and white population characteristics (including birth rate, household size, income structure, educational background, etc.).

We also expect that an increasing proportion and number of nonwhites will be locating in the section of the SMSA outside the city of Chicago. Table 6 shows that the change we anticipate will not be a major one, but will be significant. The change will be based largely on income and free choice as the social barriers continue to diminish.

Because of the variation of obvious and subtle social obstructions that prevent the free geographical residential mobility of the nonwhite population in the SMSA, it is difficult to project the location of the future nonwhite population by municipalities and counties. The changes in local opinion and law which will help determine future patterns cannot appropriately be anticipated. Therefore, we have included Table 7 which contains the latest estimates of existing nonwhite population for selected communities in Cook County.

The communities shown in the table are generally those adjacent to the city of Chicago and their immediate outlying neighbors, thereby forming a double ring. They are the ones generally closest and most accessible to the central city. A number of these communities have a significant number of nonwhites residing in them, while others have none or only a few. Some suburbs with currently more than nominal numbers of nonwhites are excluded from this list because of being farther removed from Chicago. These communities are Chicago Heights, Crestwood, East Chicago Heights, La Grange, Markham, Maywood, and Park Forest.

Table 6. NONWHITE POPULATION OF THE CHICAGO SMSA, 1920-1960, WITH PROJECTIONS* FOR 1970 AND 1980

Year	Nonwhite Population, SMSA	Change in Nonwhite Population from Previous Decade	Nonwhite Population, City of Chicago	City Nonwhite Population as Percent of SMSA Nonwhite Population	Nonwhite Population, Remainder of SMSA
1920	121,925	136.7%	112,536	92.3%	9,389
1930	260,593	113.7%	239,345	91.8%	21,248
1940	307,521	18.0%	282,244	91.8%	25,277
1950	554,395	80.3%	509,437	91.9%	44,958
1960	920,001	65.9%	837,656	91.0%	82,345
1970	1,460,000	58.7%	1,307,000	89.5%	153,000
1980	1,779,000	21.8%	1,548,000	87.0%	231,000

Sources: U.S. Census of Population; Real Estate Research Corporation.

Note: Adjustments for previous underenumeration of nonwhites have been included for SMSA and city figures after 1960. Percentage changes for the 1960 to 1970 period are distorted by the adjustments.

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*Projections for SMSA are based on estimates for the city and a gradual decentralization of the nonwhite population.

Table 7. ESTIMATED CHANGES IN NONWHITE POPULATION, 1960-1966, FOR SELECTED COOK COUNTY MUNICIPALITIES

Municipality	April 1960 Census	April 1966 Estimate	Percent of Population Nonwhite 1960	Percent of Population Nonwhite 1966	1960-1966 Change
Alsip	42	76	1.1	1.0	34
Berwyn	53	57	0.1	0.1	4
Blue Island	323	745	1.6	3.4	422
Bridgeview	4	9	0.1	0.1	5
Burnham	0	0	0	0	0
Calumet City	34	28	0.1	0.1	- 6
Calumet Park	38	30	0.4	0.3	- 8
Chicago Ridge	19	8	0.3	0.1	-11
Cicero	37	50	0.1	0.1	13
Dixmoor	1,855	2,470	60.3	65.0	615
Dolton	16	23	0.1	0.1	7
Elmwood Park	15	52	0.1	0.2	37
Evanston	9,544	10,714	12.0	13.0	1,170
Evergreen Park	24	27	0.1	0.1	4
Forest Park	34	33	0.2	0.2	- 1
Franklin Park	23	42	0.1	0.2	19
Harvey	2,006	5,515	6.9	16.4	3,509
Harwood Heights	6	9	0.1	0.1	3
Hometown	0	0	0	0	0
Lincolnwood	61	55	0.5	0.4	- 6
Morton Grove	139	210	0.7	0.8	71
Niles	19	31	0.1	0.1	12
Norridge	28	36	0.2	0.2	8
Oak Lawn Village	26	36	0.1	0.1	10
Oak Park	217	248	0.4	0.4	31
Park Ridge	36	40	0.1	0.1	4
Phoenix	2,744	4,968	65.3	92.0	2,224
Riverdale	8	15	0.1	0.1	7

Table 7. ESTIMATED CHANGES IN NONWHITE POPULATION, 1960-1966, FOR SELECTED COOK COUNTY MUNICIPALITIES

(continued)

Municipality	April 1960 Census	April 1966 Estimate	Percent of Population Nonwhite 1960	1966	1960-1966 Change
River Forest	43	26	0.3	0.2	-17
River Grove	8	12	0.1	0.1	4
Robbins	7,445	9,009	99.1	99.0	1,564
Rosemont	N.A.	N.A.	N.A.	N.A.	N.A.
Schiller Park	3	11	0.1	0.1	8
Skokie	271	211	0.5	0.3	-60
South Holland	16	17	0.2	0.1	1
Stickney	0	0	0	0	0
Summit	1,890	1,870	18.2	15.0	-20
Wilmette	226	162	0.8	0.5	-64

N.A.-Not available.

Source: Population Estimates for Municipalities and Counties in the Chicago Consolidated Area: 1965 and 1966; Hospital Planning Council for Metropolitan Chicago, Chicago Regional Hospital Study; Chicago, Illinois; December 1966.

IV. CITY WIDE POPULATION PROJECTIONS

Our earlier report contained preliminary projections of population for the city of Chicago for the years 1970 and 1975. These projections were developed through an examination of the basic variables that cause a population to change. These variables are births (that is, the number of children who are born which has the effect of increasing population), deaths (which has the effect of decreasing population), and migration. Migration is the movement of persons into or out of the particular area under inspection; that is, the particular area for which the population is being inspected. The net effect of in-migration (those persons entering the area under inspection) and out-migration (those persons leaving the area under inspection) determines whether or not the migration component causes the over-all population for the area to increase or decrease.

A. Cautionary Note

At the time we made the preliminary projections, however, we cautioned that they were indeed only tentative conclusions. The degree of uncertainty accorded to these projections was somewhat high for the following reasons:

1. In the case of making a population estimate, births and deaths are recorded and therefore can be added directly to or subtracted directly from the base population. In the case of future projections, however, these births and deaths are not known and some estimates of them must be made. The usual procedure for making these estimates is to take historical statistics (the births and the deaths) and convert these to rates. For example, the death rate can be obtained by determining the number of deaths occurring over a given period and relating these deaths to, say, the total population. This rate is then used for projections of future population. However, these birth and death rate assumptions are subject to some uncertainty.

2. In any small area population projection (the city of Chicago is defined in this instance as a small area), migration estimates are subject to uncertainty also. On the surface, migration would appear to concern only trends in the movement of various groups into and out of the city. In its ultimate sense this is true, but there are many independent variables which affect this total movement, such as the quantity and type of housing units, the relationship of housing supply and demand, general family size trends, and many other factors.

Nevertheless, this population projection has provided an excellent base for studying the population movements in the city of Chicago. The results of these projections have been modified by our later findings, but the general conclusions have been very helpful.

B. Methodology and Assumptions

This section describes, in general terms, the methodology and assumptions used for making the preliminary population projections for the city of Chicago.

1. Cohort-Survival Method

The so-called cohort-survival method was the primary technique used in making the population projections for the city of Chicago. This technique is the most detailed of the various population projection techniques, and analyzes all of the components of population change; that is, births, deaths, and the migration effects. This technique involves starting with some population enumeration in the past which is delineated by both sex and color and which has the various population segments delineated by five-year age groupings. Each of the cohorts (the population segment delineated by age, sex, and color) is then survived through a five-year period using mortality rates. To this figure is added the migration effects which are estimated to occur over the period and at the same time each cohort is aged five years over the five-year period.

2. Computer Program

To assist in performing the very complicated cohort-survival population projection technique, electronic data processing facilities were used. Electronic processing facilities lend themselves very well to the type of computations required by the cohort-survival projection technique. Electronic computers are very accurate when performing simple mathematic calculations. They perform repetitious mathematical computations very rapidly and are extremely accurate in their data accounting. Real Estate Research Corporation appreciates the courtesy of Mr. Ira S. Lowry of the Rand Corporation, Santa Monica, California, for making a computer program which he had written to perform population projections available for this task. The computer program provided by Mr. Lowry performs the cohort-survival method and has been very helpful in the conduct of this study.

3. Base Figures

The base enumeration used for this study was the 1960 Census enumeration of the population in the city of Chicago made by the Bureau of the Census.

4. Fertility Assumptions

The fertility rates used for the population projection for the city of Chicago were calculated for both white and nonwhite child-bearing women. Rates calculated from 1960 to 1965 indicated a continual decline in the fertility rates among child-bearing women, both white and nonwhite, and for all age groups. The magnitude of the decline observed was approximately 25 percent from 1960 to 1965.

Three assumptions were made concerning the fertility levels which would be observed in the future in the city of Chicago. The first was that the fertility rates for child-bearing women (both white and nonwhite) would continue to decline at the same annual rate which was calculated for the 1960 to 1965 period. These declines were considered to be steep, and resulted in what was called the "low-fertility rate" assumption. The second fertility assumption was one which also assumed that the fertility rates would continue to decline in the future but at a more moderate rate, thus resulting in the so-called "high-fertility rate" assumption. The rates at which the fertility rates decline for the second assumption were the same as those assumed by Hauser[1] in his report. The third fertility assumption was made after analyzing the fertility rate projections of the first two assumptions and then assessing which rate for each age group of women by race was the more probable rate for the future. The rates for this third assumption, in general, turned out to be fertility rates somewhere in between the rates projected by the first two assumptions. This third fertility assumption was deemed the "most likely" assumption.

5. Mortality Rates

The mortality rates which were used for the population projection were based on resident death statistics of the city of Chicago. The trends which had been observed for national mortality rates were used to project the specific Chicago rates for the remainder of the projection period.

6. Migration - Census II Method

One of the two migration levels which will be treated at this time is the migration level calculated using the so-called Census II technique. The Census II migration technique consists of using the historical school enrollment of a specified age group, applying mortality rates to this particular segment, and then aging the segment to the time for which the estimate is being made. The population of the specified segment

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[1] "Population Projections for the City of Chicago and the Chicago Metropolitan Area, 1970 and 1980," Population Research and Training Center and Chicago Community Inventory, University of Chicago, May 1964.

which is expected to survive (that is, that group of the original segment which would be expected to be still enrolled in school) is then related to the observed school enrollment of the aged segment. Any differences detected between the actual enrollment and the number which would be expected to survive from the original group are then attributed to migration.

It was assumed that the estimated out-migration of whites observed between 1960 and 1966 would continue to 1970; however, since a decline in the out-migration rate had been observed from the 1950 to 1960 period to the 1960 to 1966 period, it was anticipated that a further decline in the net out-migration of whites would be observed between 1970 and 1980.

For nonwhites, the annual in-migration which was observed between 1960 and 1966 was assumed to continue to 1970. Since the annual in-migration observed from 1960 to 1966 was lower than that observed between 1950 and 1960, we assumed that the observed trend would continue over the 1970 to 1980 period.

7. Migration - The Nonwhite Increment

The second level of migration considered involved adding an additional increment of 157,000 nonwhites to the Census II method estimate of nonwhite in-migration during the period 1960 to 1965. This level of migration was determined by a comparison of the projected school-age population to an estimate of the school-age population, calculated from actual school enrollment data. This comparison indicated that the projected white enrollment checked closely with the actual white enrollment. However, for nonwhites, the comparison revealed a significant discrepancy. This discrepancy was 44,000 nonwhite students in the five through 17 age group. The discrepancy indicated that either the nonwhite migration estimate had been severely underpredicted or that the base 1960 Census enumeration for the nonwhite population had been undercounted. It was decided not to adjust the 1960 Census enumeration, although it appeared that the discrepancy did lie there rather than in the migration levels as estimated by the Census II technique. This decision having been made (not to change the census data directly) meant that an adjustment would have to be made to the population projection in the form of an increment of net in-migration of nonwhites for the period 1960 to 1965. Since the discrepancy uncovered was 44,000 persons in the school-age segment meant that the total in-migration increment would have to be 157,000. (Since the 157,000 adjustment represented a correction to the 1965 nonwhite population estimate, the cohorts constituting the adjustment were back-aged to 1960 in order to estimate what the adjustment would have been in 1960. This resulted in an adjustment of 150,000 for 1960.)

After making the incremental adjustment of 157,000 nonwhites in the 1960 to 1965 period, the migration levels previously estimated using the Census II method for both nonwhites and whites were then applied from 1965 through the remainder of the projection period to 1980.

C. Population Projection

The preliminary population projections which were published in the earlier report presented to the client have been revised by research completed in the final stage of the study. These revisions are shown in the following tables in the same format used previously.

The population projection for Chicago indicates that the city's population will continue to decline to 1980. The results of the projection are shown in Table 8, and show the population decreasing to 3,487,000 by 1980. The decline from the 1965 population will be 139,000 persons over the 15-year period, or a decrease of about 9,300 persons per year.

Table 8. POPULATION PROJECTIONS FOR THE CITY OF CHICAGO

	Population (in thousands)					
	1950[1]	1960[1]	1965	1970	1975	1980
White						
Male	1,533	1,325	1,200	1,104	1,011	929
Female	1,579	1,387	1,284	1,199	1,102	1,010
Total White	3,112	2,712	2,484	2,303	2,113	1,939
Nonwhite						
Male	245	402	598[3]	673	734	776
Female	265	436	544[3]	634	711	772
Total Nonwhite	509[2]	838	1,142[3]	1,307	1,445	1,548
Total White and Nonwhite	3,621	3,550	3,626[3]	3,610	3,558	3,487

Source: Real Estate Research Corporation.

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[1] 1950 and 1960 data are census enumerations.

[2] Rounding error.

[3] Includes +157,000 incremental adjustment in form of migration for the period 1960 to 1965.

Table 9 presents the components of population change which are anticipated to the year 1980.

Table 9. POPULATION PROJECTIONS FOR THE CITY OF CHICAGO - COMPONENTS OF CHANGE (in thousands)

	1950-1960[1]	1960-1965	1965-1970	1970-1975	1975-1980	1980
Population at Start of Period						
White	3,112	2,712	2,484	2,303	2,113	1,939
Nonwhite	509	838	1,142	1,307	1,445	1,548
Total	3,621	3,550	3,626	3,610	3,558	3,487
Births						
White	624	253	205	181	158	
Nonwhite	239	151	157	175	173	
Total	863	404	362	356	331	
Deaths						
White	345	233	195	176	160	
Nonwhite	70	59	66	76	80	
Total	415	292	261	252	240	
Migration						
White	-679	-249[2]	-191	-195	-172	
Nonwhite	159	212[2]	74	39	10	
Total	-520	-37[2]	-117	-156	-162	
Total Change						
White	-400	-229[2]	-181	-190	-174	
Nonwhite	328	304[2]	165	138	103	
Total	-72	75[2]	-16	-52	-71	

Source: Real Estate Research Corporation.

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[1] 1950 and 1960 data are census enumerations.

[2] Includes +157,000 incremental adjustment in the form of migration for the period 1960 to 1965.

The preceding table illustrates the following trends:

1. The total number of births is expected to decrease as a result of the rapid decline of white births. The rapid decrease in white births is attributed both to the projected decrease in the birth rates and the out-migration of white females of child-bearing ages. On the other hand, the nonwhite births are projected to increase despite the projected decline in birth rates. This phenomenon is explained by the increased number of nonwhite females of child-bearing age due to in-migration and the aging of nonwhite females into the child-bearing ages.

2. The contribution of natural increase (the number of births less the number of deaths) also appears to decline. During the five-year period between 1960 and 1965, natural increase contributed 112,000 toward increasing the population, whereas between 1975 and 1980 it contributed only a 91,000 increase. It is interesting to note that the white natural increase is projected to be negative for the period 1975 to 1980, meaning that the number of white deaths is expected to exceed the number of white births in the period.

3. For the white population, the out-migration effects are far greater than the white natural increase effects, and, consequently, the changes in the white population reflect, in essence, white out-migration. On the other hand, the nonwhite in-migration makes only a secondary contribution to the total nonwhite population growth. As a percentage of the total nonwhite population growth between 1965 and 1980, in-migration contributes only 30 percent, while natural increase contributes 70 percent.

V. POPULATION PROJECTIONS BY COMMUNITY AREA, 1970 AND 1975

A. Introduction to Methodology

The cohort-survival method of projecting population (described in Chapter IV) has been utilized to develop preliminary population and enrollment projections for the city of Chicago. As stated previously, this method projects population by age cohorts through an analysis of births, deaths, and migration. However, the migration estimates utilized in the cohort-survival technique are subject to some question.

Because of the uncertainty of these earlier migration assumptions, and also because the Board of Education requires population and enrollment projections by subarea, a second type of projection technique has been used. This technique, carried out independently from the first, is referred to as the occupied housing unit-household size projection technique. As its name implies, this technique is based on the simple equation:

> Number of occupied housing units (households) times population per household = Total Population

The following subsections describe the methodology and major conclusions of our population analysis. The methodology contains a number of checking and reconciliation steps in order to improve the accuracy of our projections.

The following steps can be broken down as follows: steps B through E are concerned with the projection of occupied households; steps F through H are concerned with household size; steps I through K are concerned with the reconciliation and adjustment of the projections.

B. Inventory of Building Permit Data

Since the 1960 Census, the Department of Buildings has issued permits for the construction of roughly 89,000 units and the demolition of roughly 41,000 units. If both of these figures can be regarded as true reflections of actual activity (in fact, a slight factor of nonconstruction has been utilized), the city of Chicago has sustained a net increase of roughly 48,000 housing units in the eight-year period. The following table records the estimated number of construction and demolition permits by community area for the period 1960 through 1967.

Table 10. RESIDENTIAL BUILDING PERMITS BY COMMUNITY AREA, 1960-1967, CITY OF CHICAGO

Community Area		Building Permits for Construction	Building Permits for Demolition	Potential* Net Addition to Housing Supply
Number	Name			
1	Rogers Park	2,990	560	2,430
2	West Ridge	2,200	90	2,110
3	Uptown	9,750	1,400	8,350
4	Lincoln Square	400	110	290
5	North Center	70	120	-50
6	Lake View	6,690	1,350	5,340
7	Lincoln Park	1,580	1,590	-10
8	Near North Side	8,790	3,630	5,160
9	Edison Park	750	70	680
10	Norwood Park	2,040	40	2,000
11	Jefferson Park	860	70	790
12	Forest Glen	330	10	320
13	North Park	160	10	150
14	Albany Park	260	50	210
15	Portage Park	900	80	820
16	Irving Park	870	150	720
17	Dunning	1,150	60	1,090
18	Montclare	310	30	280
19	Belmont Cragin	660	70	590
20	Hermosa	200	40	160
21	Avondale	160	100	60
22	Logan Square	200	250	-50
23	Humboldt Park	390	190	200
24	West Town	390	1,370	-980
25	Austin	1,160	340	820
26	West Garfield Park	210	430	-220
27	East Garfield Park	180	1,580	-1,400
28	Near West Side	3,490	7,270	-3,780
29	North Lawndale	150	1,500	-1,350
30	South Lawndale	40	200	-160
31	Lower West Side	20	400	-380
32	Loop	1,600	780	820
33	Near South Side	-	880	-880
34	Armour Square	410	630	-220
35	Douglas	2,010	1,780	230
36	Oakland	1,470	1,310	160
37	Fuller Park	30	710	-680
38	Grand Boulevard	3,300	2,370	930
39	Kenwood	1,390	860	530
40	Washington Park	70	340	-270
41	Hyde Park	640	1,750	-1,110
42	Woodlawn	590	900	-310
43	South Shore	2,860	380	2,480

*"Potential" because not all permits result in construction or demolition.

Table 10. RESIDENTIAL BUILDING PERMITS BY COMMUNITY AREA, 1960-1967, CITY OF CHICAGO
(continued)

Community Area Number	Community Area Name	Building Permits for Construction	Building Permits for Demolition	Potential* Net Addition to Housing Supply
44	Chatham	2, 370	90	2, 280
45	Avalon Park	130	80	50
46	South Chicago	560	280	280
47	Burnside	90	10	80
48	Calumet Heights	550	10	540
49	Roseland	1, 930	120	1, 810
50	Pullman	400	10	390
51	South Deering	520	30	490
52	East Side	620	40	580
53	West Pullman	2, 060	70	1, 990
54	Riverdale	900	20	880
55	Hegewisch	830	20	810
56	Garfield Ridge	1, 150	20	1, 130
57	Archer Heights	390	10	380
58	Brighton Park	470	40	430
59	McKinley Park	170	90	80
60	Bridgeport	130	590	-460
61	New City	230	280	-50
62	West Elsdon	360	10	350
63	Gage Park	390	20	370
64	Clearing	1, 740	10	1, 730
65	West Lawn	630	20	610
66	Chicago Lawn	900	40	860
67	West Englewood	620	150	470
68	Englewood	730	1, 390	-660
69	Greater Grand Crossing	680	840	-160
70	Ashburn	2, 590	10	2, 580
71	Auburn Gresham	1, 110	60	1, 050
72	Beverly	370	30	340
73	Washington Heights	1, 090	210	880
74	Mount Greenwood	600	20	580
75	Morgan Park	1, 340	260	1, 080
76	O'Hare	430	-	430
	Total	88, 800	40, 730	48, 070

* "Potential" because not all permits result in construction or demolition.

Sources: Department of Buildings, City of Chicago;
Real Estate Research Corporation.

These building permit data indicate that the housing supply in the city of Chicago is still increasing at a healthy rate, despite the increasing lack of vacant residential land.

C. Impact Analysis of Public Programs

Many city departments and public agencies in the City of Chicago undertake activities which have a direct impact on the housing supply. However, only three types of activity have had a significant impact: urban renewal, public housing, and expressway construction.

1. Urban Renewal

The Department of Urban Renewal has been in operation for roughly 20 years. During most of this time, the department has concentrated its efforts in the clearance of blighted residential structures and the redevelopment of institutional and other nonresidential uses. In recent years, however, the emphasis has shifted slightly toward more conservation of housing units and more new residential development. These trends are illustrated in the following table.

Table 11. ESTIMATED IMPACT OF URBAN RENEWAL ON CITY OF CHICAGO HOUSING SUPPLY, 1960-1970

Period	Number of Units Added[1]	Number of Households Removed[2]	Net Impact on Households
1960-1967	4,200	15,700	-11,500
1968	1,200	1,500	- 300
1969	2,500	1,500	1,000
1970	3,900	1,500	2,400

Sources: Department of Urban Renewal;
Real Estate Research Corporation.

These over-all figures have been summarized from detailed analysis of specific urban renewal projects.

2. Public Housing

The Chicago Housing Authority has had a much greater impact on the addition of housing in the city of Chicago than has the Department of Urban Renewal. In the years 1960 to 1967, the authority has constructed more than 14,000 housing units on various sites throughout the city. The vast majority of these units have been family-oriented, and some of the individual housing projects have had a tremendous impact upon the public schools. The following table sets forth the recorded number of units constructed through 1967 and the estimated number of units to be constructed in 1968 and 1969.

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[1] This figure does not include dwelling units constructed within urban renewal project areas on land not cleared by the Department of Urban Renewal.

[2] Figures taken from relocation surveys, since many households vacate units before actual relocation begins. The surveys measure population under "normal" circumstances, and therefore are more accurate measures of household removal impact.

Table 12. PUBLIC HOUSING CONSTRUCTION TRENDS, CITY OF CHICAGO, 1950-1969

Year	Units Added	Nonelderly Units Added*	Nonelderly as Percent of Years Total
1950	1,267	1,267	100%
1951	151	151	100%
1952	553	553	100%
1953	1,009	1,009	100%
1954	1,656	1,656	100%
1955	1,748	1,748	100%
1956	608	608	100%
1957	1,872	1,872	100%
1958	1,770	1,770	100%
1959	667	575	86%
1960	420	420	100%
1961	2,749	2,657	97%
1962	6,111	6,111	100%
1963	805	342	42%
1964	576	- 7	-
1965	1,674	- 49	-
1966	1,252	342	27%
1967	1,083	300	28%
1968	1,960	849	43%
1969	1,568	1,241	79%

Sources: Chicago Housing Authority;
Real Estate Research Corporation.

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*These decreases are explained by the fact that units are sometimes removed from residential use for educational or recreational purposes.

These data have also been organized by community area, and the results have been fed into our projections of community area population and enrollment.

The major trend in public housing policy is a shift away from the construction of large, high-density projects. These kinds of projects are being replaced through such techniques as the leasing program, rehabilitation, and scattered site development. All of these approaches tend to minimize the displacement and replacement of large numbers of people in one area and, as a result, tend to minimize the impact of public housing upon the public school system.

3. Expressway Construction

Recently, there has been a great effort to minimize the disruption of neighborhoods in the construction of expressways. The efforts to minimize this disruptive impact could result either in less dislocation of households or more dislocation. In the former case, public agencies are being urged to seek rights-of-way which will not cut through residential neighborhoods. In the latter case, if residential areas must be disturbed, it is being suggested that the public agencies redevelop the areas adjacent to the expressway in order to minimize the disruptive impact.

It appears likely that the Crosstown Expressway will be the only major expressway constructed in the projection period. Preliminary discussions and plans for this project have reflected the growing concern about this disruption of neighborhoods. As a result of these deliberations, the initiation of right-of-way acquisition has been delayed several times. Because of these delays, it has been difficult to forecast the eventual impact of the Crosstown Expressway on the relocation of households. However, the probable relocation impacts have been taken into account in our community area projections.

D. Examination of Vacancy Data

In the housing unit method of projecting population, the important variable is the number of occupied units. Therefore, we need to know not only the total additional supply of housing units, but we should also have some indication of the residential vacancy rate and what has happened to that rate since 1960.

Commonwealth Edison Company maintains statistics on the number of active and inactive residential meters. There are certain problems in trying to apply the absolute numbers directly in our analysis of housing supply, but the figures do indicate the general trend in the vacancy rate. The following table sets forth these statistics on active and inactive meters which we have defined as indicating occupied and vacant housing units, respectively.

Table 13. PERCENT OF INACTIVE RESIDENTIAL METERS BY SUBAREA - CITY OF CHICAGO

	July 1967			July 1960		
	Total	Inactive	Percent Inactive of Total	Total	Inactive	Percent Inactive of Total
North	391,198	9,094	2.32%	364,631	8,201	2.25%
Central	242,818	8,120	3.34%	244,847	9,963	4.07%
South	418,185	10,530	2.52%	386,943	8,063	2.08%
Total	1,052,201	27,744	2.64%	996,421	26,227	2.63%

Sources: Commonwealth Edison Company;
Real Estate Research Corporation.

The conclusions to be drawn from these figures are:

1. The vacancy rate of residential units in the city of Chicago has probably not changed much since 1960. Therefore, any increase in the over-all supply of housing units would indicate a similar increase in the supply of occupied housing units, or households; and

2. The increase in the number of active residential meters is of the same general magnitude as the net housing unit increase as reflected by building permit data. This tends to confirm the accuracy of the building permit statistics.

E. Preliminary Household Estimates by Community Area

All of the information described in the preceding three steps has been processed for the purpose of estimating the net addition to the occupied housing supply in each community area since 1960.

F. Examination of General Trends in Household Size

The household size in the city of Chicago declined between 1940 and 1950, and again between 1950 and 1960. Some of this decline has been due to the general trend toward increased prosperity, which has been demonstrated to have a depressing effect on household size. Another major factor in the decline between 1950 and 1960 was the temporary phenomenon of household undoubling, which occurred as the housing shortage of the 1940's was relieved in the early 1950's.

The decrease in household size during the past two decades has occurred despite substantial increases in the proportion of nonwhite households, which are significantly larger than their white counterparts. The period between 1960 and 1975 is being characterized by a similar increase in nonwhite households, and a similar decline in household size.

The continuing decline in household size can be traced to several factors, including the increasing prosperity of nonwhite families, the declining fertility rate, and the substantial increase in the formation of new households.

G. Analysis of Racial Transition

The analysis of nonwhite transition patterns is set forth in detail later in this report. However, it should be mentioned at this point that the estimated proportion of nonwhite households has been an important factor in the determination of household size for the community areas. The average size of nonwhite households is significantly larger than that of white households in the city of Chicago. In some instances, community areas with similar location and housing stock have differed in the size of household by as much as 1.0 person because of the difference in racial make-up.

In areas of racial transition, the staff attempted to determine the source of the incoming nonwhite families, and attributed to them the household size characteristics of the source area. This is the major reason why, despite the general decline in household size, some community areas will experience an increase in household size in the 1960-1975 period.

H. Preliminary Estimation of Household Size

With the above analyses available, the staff proceeded to make preliminary estimates of household size changes by community area since 1960. The entire analysis was carried out in the context of our general conclusions regarding household size but, in addition, each community area was analyzed in terms of its racial pattern, housing stock, and age distribution.

As pointed out earlier, if the community area will be undergoing racial transition, we examined the household size and age characteristics of the nonwhite population in the source area. Naturally, nonwhite transition almost always causes an increase in household size, although sometimes the decline in size of both white and nonwhite households in a community area has more than compensated for this transition impact.

The housing stock changes had very little impact upon the household size estimates in most areas because the new housing stock constitutes such a small percentage of the total housing stock. In a small minority of the community areas, notably Uptown and Lake View, the proliferation of new high-rise buildings has had a considerable impact upon the household size average.

I. The "Nonwhite Increment"

As pointed out earlier in this report, the comparisons of nonwhite enrollment and population trends from 1950 made it evident that the nonwhite population in the city of Chicago had been undercounted by roughly 150,000 in the 1960 Census of Population. In order to facilitate the original projection analysis, this total increment was considered as in-migration to the city between 1960 and 1970. However, in this analysis of community area population, the 150,000 has been handled as an increment to the 1960 population. In this way, the relationship between population and enrollment can be more meaningfully observed.

The estimated nonwhite undercount amounted to .179, or 17.9 percent of the observed nonwhite population in 1960. The staff assumed that the undercount was proportional throughout the city, or in other words, that the nonwhite population in each community area was undercounted by the same proportion, 17.9 percent, as the city nonwhite population. For example, if the census indicated that a particular community area had a nonwhite population of 10,000 in 1960, we assumed that an additional 1,790 nonwhites were not counted and that the community area actually had a 1960 nonwhite population of 11,790.

In the population analysis up to this point, the staff has assumed that the 1960 Census of Population counts were correct. Therefore, all of the above steps, including the analysis of both the number and size of households, have been based on these 1960 figures. However, we have assumed that the enumeration error resulted from an undercount of both entire households and individual members of households which had otherwise been counted. This means that the data from the 1960 Census were incorrect regarding both the number and size of the existing households.

Since the community area population projections are based on these household number and size projections, the staff had to adjust both of these 1960 figures by an amount consistent with the total nonwhite undercount. The staff assumed that half of the undercount was due to missing entire households and the other half due to missing individuals. The appropriate adjustments in household number and size were then made so that the 1970 and 1975 projections would reflect the total 1960 undercount.

J. Reconciliation with Cohort-Survival Projections

After these final adjustments had been made to the community area population projections, the results were totaled and compared to the earlier projections of over-all city population. The total population figures arrived at in the community area analysis exceeded our earlier projections by a slight amount in both 1970 and 1975.

The conclusions reached in our land-use and housing unit analyses indicated that the migration assumptions made in an earlier projection had been somewhat low. This conclusion was confirmed by the fact that our housing unit projection total for the 75 community areas exceeded the earlier over-all city projections. Therefore, the final population estimate for the city of Chicago, as broken down by community area, has been adjusted slightly upward from the original projection.

K. Final Population Projections by Community Area

1. Community Area Projections for 1970 and 1975

The following table sets forth the final population projections by community area, broken down into the number of households and population per household. The "population per household" concept includes the total population (including those in group quarters) rather than just those in households as does "household size." This group quarters increment is less than one percent of the total population.

Table 14. POPULATION PROJECTIONS BY NUMBER OF HOUSEHOLDS AND POPULATION PER HOUSEHOLD, COMMUNITY AREAS FOR 1970 AND 1975 - CITY OF CHICAGO

	Community Area	1970			1975		
Number	Name	Number of Households	Population per Household	Estimated Population	Number of Households	Population per Household	Estimated Population
1	Rogers Park	24, 800	2.25	55, 900	26, 100	2.10	54, 900
2	West Ridge	23, 300	2.90	67, 700	26, 400	2.75	72, 700
3	Uptown	65, 300	1.90	124, 000	69, 500	1.85	128, 500
4	Lincoln Square	18, 400	2.40	44, 100	18, 200	2.35	42, 600
5	North Center	14, 800	2.70	39, 900	14, 600	2.65	38, 700
6	Lake View	53, 500	2.20	117, 600	54, 500	2.10	114, 400
7	Lincoln Park	35, 300	2.25	79, 400	35, 800	2.20	78, 600
8	Near North Side	35, 400	2.10	74, 300	36, 000	2.05	73, 700
9	Edison Park	4, 500	3.35	15, 000	4, 500	3.30	14, 800
10	Norwood Park	14, 200	3.20	45, 500	14, 800	3.15	46, 300
11	Jefferson Park	9, 500	2.85	27, 200	9, 900	2.80	27, 800
12	Forest Glen	6, 100	3.05	18, 700	6, 000	3.00	18, 000
13	North Park	5, 100	3.35	17, 100	5, 100	3.25	16, 600
14	Albany Park	16, 900	2.90	49, 000	17, 000	2.85	48, 500
15	Portage Park	22, 400	2.80	62, 600	22, 300	2.75	61, 400
16	Irving Park	20, 600	2.70	55, 700	20, 900	2.65	55, 400
17	Dunning	13, 600	3.10	42, 100	14, 100	3.00	42, 400
18	Montclare	4, 000	2.95	11, 700	4, 100	2.90	12, 000
19	Belmont Cragin	20, 200	2.80	56, 600	20, 400	2.70	55, 000
20	Hermosa	7, 000	2.85	20, 000	7, 100	2.75	19, 500
21	Avondale	13, 200	2.75	36, 300	13, 100	2.70	35, 400
22	Logan Square	31, 300	3.05	95, 600	31, 100	3.10	96, 500
23	Humboldt Park	22, 700	3.00	68, 200	22, 500	3.00	67, 300
24	West Town	42, 600	3.15	134, 200	42, 200	3.10	130, 800
25	Austin	43, 400	2.80	121, 600	43, 500	2.80	121, 700
26	West Garfield Park	13, 300	3.95	52, 700	13, 100	3.75	49, 300
27	East Garfield Park	17, 700	3.75	66, 400	17, 300	3.65	63, 100
28	Near West Side	31, 000	3.70	114, 700	32, 800	3.55	116, 600
29	North Lawndale	29, 500	4.85	143, 000	28, 800	4.75	136, 800
30	South Lawndale	19, 200	3.00	57, 600	18, 900	2.95	55, 900
31	Lower West Side	14, 500	3.10	45, 100	14, 200	3.00	42, 700
32	Loop	2, 400	1.40	3, 400	3, 100	1.40	4, 300
33	Near South Side	2, 800	2.70	7, 600	2, 800	2.60	7, 200
34	Armour Square	4, 100	3.65	14, 900	4, 000	3.55	14, 100
35	Douglas	15, 900	3.55	56, 600	16, 200	3.45	55, 900
36	Oakland	8, 100	3.55	28, 900	7, 700	3.50	26, 900
37	Fuller Park	2, 500	4.45	11, 100	2, 400	4.30	10, 300
38	Grand Boulevard	29, 600	3.60	106, 400	29, 700	3.50	103, 800
39	Kenwood	15, 700	2.90	45, 500	15, 900	2.80	44, 400
40	Washington Park	16, 500	2.90	47, 800	16, 400	2.75	45, 100
41	Hyde Park	17, 600	2.40	42, 300	18, 400	2.30	42, 300
42	Woodlawn	27, 300	3.05	83, 400	27, 600	3.00	82, 700
43	South Shore	31, 100	2.70	84, 000	31, 700	2.60	82, 300
44	Chatham	16, 300	3.15	51, 500	16, 500	3.05	50, 400
45	Avalon Park	3, 800	3.25	12, 300	3, 600	3.10	11, 200

Table 14. POPULATION PROJECTIONS BY NUMBER OF HOUSEHOLDS AND POPULATION PER HOUSEHOLD, COMMUNITY AREAS FOR 1970 AND 1975 - CITY OF CHICAGO

(continued)

Community Area		1970			1975		
Number	Name	Number of Households	Population per Household	Estimated Population	Number of Households	Population per Household	Estimated Population
46	South Chicago	14,900	3.15	47,000	14,800	3.10	46,000
47	Burnside	1,100	3.10	3,400	1,100	2.90	3,200
48	Calumet Heights	5,900	3.45	20,400	5,900	3.35	19,800
49	Roseland	19,800	3.05	60,400	20,000	3.05	61,000
50	Pullman	3,700	3.20	11,900	3,900	3.10	12,000
51	South Deering	5,400	3.75	20,300	5,500	3.60	19,700
52	East Side	7,200	3.40	24,500	7,300	3.30	24,000
53	West Pullman	12,200	3.40	41,200	12,500	3.30	41,300
54	Riverdale	3,500	4.60	16,200	3,700	4.60	17,000
55	Hegewisch	3,400	3.40	11,500	2,900	3.30	9,500
56	Garfield Ridge	11,800	3.70	43,500	11,900	3.65	43,600
57	Archer Heights	3,500	3.05	10,700	3,600	3.05	10,900
58	Brighton Park	12,400	3.00	37,200	12,600	2.90	36,400
59	McKinley Park	5,100	3.10	15,900	5,000	3.10	15,400
60	Bridgeport	12,000	3.15	37,900	12,000	3.10	37,200
61	New City	20,000	3.15	62,900	19,900	3.10	61,600
62	West Elsdon	4,300	3.20	13,900	4,400	3.10	13,500
63	Gage Park	9,400	2.80	26,300	9,400	2.75	25,900
64	Clearing	6,800	3.50	23,900	7,200	3.45	24,900
65	West Lawn	8,300	3.30	27,500	8,500	3.25	27,500
66	Chicago Lawn	17,700	2.85	50,400	17,900	2.80	50,000
67	West Englewood	18,300	3.10	56,600	18,100	3.00	54,300
68	Englewood	25,800	4.00	103,200	25,400	3.85	97,900
69	Greater Grand Crossing	19,100	3.75	71,800	18,600	3.70	68,900
70	Ashburn	12,100	3.80	45,800	12,600	3.70	46,800
71	Auburn Gresham	19,900	3.15	62,600	20,000	3.05	60,900
72	Beverly	7,600	3.15	23,900	7,600	3.15	23,700
73	Washington Heights	9,700	3.30	32,100	9,800	3.40	33,300
74	Mount Greenwood	6,000	3.60	21,700	6,200	3.50	21,800
75	Morgan Park	8,900	3.45	30,600	9,200	3.40	31,400
76	O'Hare	-	-	-	-	-	-
	Total	1,202,800		3,610,400	1,218,300		3,558,200

Source: Real Estate Research Corporation.

2. Comparison with 1960 Adjusted Figures

The following summary table compares the 1970 and 1975 projected figures with the 1960 figures, adjusted to reflect the nonwhite increment of 150,000. These changes in population from 1960 to 1975 are reflected in the accompanying map.

Table 15. COMPARISON OF 1960, 1970, AND 1975 HOUSEHOLD AND POPULATION FIGURES – CITY OF CHICAGO

Year	Number of Households	Population per Household	Total Population
1960*	1,182,000	3.13	3,700,000
1970	1,202,800	3.00	3,610,400
1975	1,218,300	2.92	3,558,200

Sources: U. S. Census of Population, 1960;
Real Estate Research Corporation.

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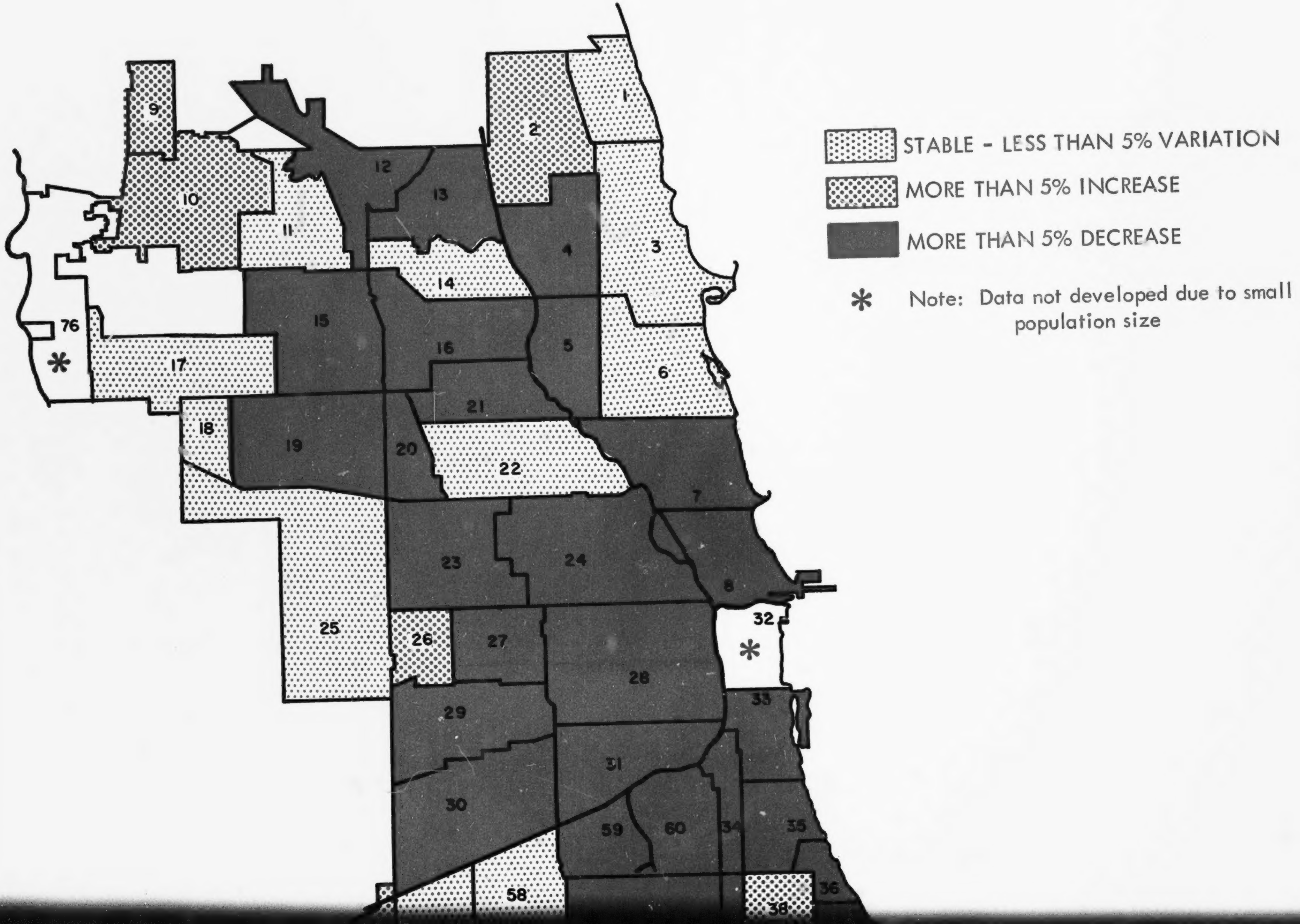
* Adjusted to reflect the unenumerated nonwhite population of 150,000.

MAGNITUDE OF POPULATION CHANGE BY COMMUNITY AREA, 1960-1975


STABLE - LESS THAN 5% VARIATION
MORE THAN 5% INCREASE
MORE THAN 5% DECREASE
* Note: Data not developed due to small population size
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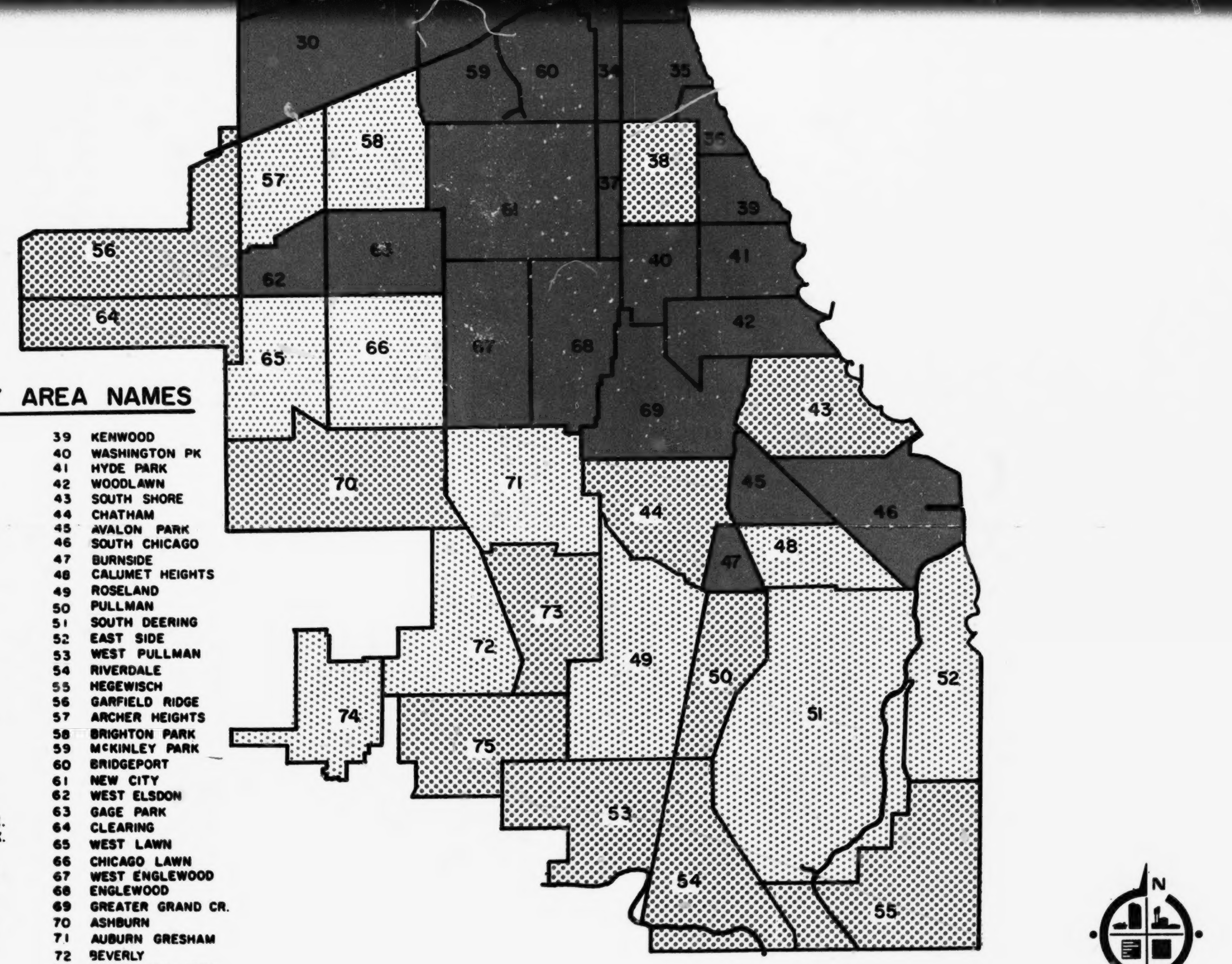

COMMUNITY AREA NAMES

1	ROGERS PARK	39	KENWOOD
2	WEST RIDGE	40	WASHINGTON PK
3	UPTOWN	41	HYDE PARK
4	LINCOLN SQUARE	42	WOODLAWN
5	NORTH CENTER	43	SOUTH SHORE
6	LAKE VIEW	44	CHATHAM
7	LINCOLN PARK	45	AVALON PARK
8	NEAR NORTH SIDE	46	SOUTH CHICAGO
9	EDISON PARK	47	BURNSIDE
10	NORWOOD PARK	48	CALUMET HEIGHTS
11	JEFFERSON PARK	49	ROSELAND
12	FOREST GLEN	50	PULLMAN
13	NORTH PARK	51	SOUTH DEERING
14	ALBANY PARK	52	EAST SIDE
15	PORTAGE PARK	53	WEST PULLMAN
16	IRVING PARK	54	RIVERDALE
17	DUNNING	55	HEGEWISCH
18	MONTCLARE	56	GARFIELD RIDGE
19	BELMONT CRAGIN	57	ARCHER HEIGHTS
20	HERMOSA	58	BRIGHTON PARK
21	AVONDALE	59	McKINLEY PARK
22	LOGAN SQUARE	60	BRIDGEPORT
23	HUMBOLDT PARK	61	NEW CITY
24	WEST TOWN	62	WEST ELSDON
25	AUSTIN	63	GAGE PARK
26	WEST GARFIELD PK.	64	CLEARING
27	EAST GARFIELD PK.	65	WEST LAWN
28	NEAR WEST SIDE	66	CHICAGO LAWN
29	NORTH LAWNDALE	67	WEST ENGLEWOOD
30	SOUTH LAWNDALE	68	ENGLEWOOD
31	LOWER WEST SIDE	69	GREATER GRAND CR.
32	LOOP	70	ASHBURN
33	NEAR SOUTH SIDE	71	AUBURN GRESHAM
34	ARMOUR SQUARE	72	BEVERLY
35	DOUGLAS	73	WASHINGTON HGTS
36	OAKLAND	74	MOUNT GREENWOOD
37	FULLER PARK	75	MORGAN PARK
38	GRAND BLVD		

Map Prepared By: REAL ESTATE RESEARCH CORPORATION

VI. RACIAL TRANSITION BY COMMUNITY AREA, 1970 AND 1975

Projections of racial distribution are important to the Board of Education in its program of facility planning. Therefore, a major part of this assignment has been devoted specifically to the analysis of racial transition in the city of Chicago.

In the cohort-survival projections, the population was broken down by race. Somewhat different assumptions of natural increase and migration were made for white and nonwhite segments of the population. The resulting breakdowns by race have been used as a guide in the estimation of race by community area, but again the community area projections have been made independently and then checked against the original projection.

A. Basic Assumption

The analysis has been carried out in the context of a basic assumption regarding the continuation (or lack of it) of the past trend in racial transition. This basic assumption is as follows: Based on the staff's interpretation of past trends and present conditions, it appears extremely likely that the vast majority of the nonwhite population growth in the city will continue to occur through intensive transition outward from the fringes of the existing ghetto. For a significant change in this pattern to occur, it will be necessary to effect substantial changes in the policies of various public agencies and, more importantly, substantial changes in the attitudes of the white population. Neither of these kinds of changes yet appears likely to occur within the projection period, although there has been some evidence of a slight increase in nonwhite dispersion in the past several years.

B. Research and Analysis

The projection of population by race has involved the following steps:

1. Examination of Birth and Death Data

The Department of Public Health, State of Illinois, has recorded resident births and deaths by race, by community area in the city of Chicago. The comparison of these data for the years 1960 and 1966 has been very helpful in estimating the magnitude of racial change in the community areas.

On the following page is an example of the use of these data in an area which has undergone racial transition.

Table 16. BIRTH AND DEATH REGISTRATIONS, WEST GARFIELD PARK

	Births				Deaths			
	1960	Expected* 1966	Actual 1966	Percent Difference between Expected and Actual	1960	Expected* 1966	Actual 1966	Percent Differenc between Expecte and Actual
Nonwhite	380	311	1,918	517%	54	55	291	429%
White	1,063	871	60	- 93%	489	497	137	- 72%

Sources: State of Illinois, Department of Public Health; Real Estate Research Corporation.

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*Expected in this context is defined as what the figure would be if the community area had followed the same trend as the city.

These data provide some general indications of racial transition in the community through 1966. The percentage changes in births and deaths were related to over-all changes in births and deaths.

Resident births in the city of Chicago totaled 88,537 in 1960. By 1966, after a steady gradual decline, resident births in the city had declined to 72,523, or a decline of 18.1 percent. Resident deaths amounted to 42,550 in 1960, and by 1966 had increased to 43,213, or an increase of 1.6 percent.

The staff assumed that the trends in births and deaths by race, by community area would have followed the exact pattern of the city as a whole if the racial population breakdown had remained constant. For example, if West Garfield Park had remained racially stable since 1960, the expected number of white births in 1966 would have been 871. However, because West Garfield Park has undergone substantial racial transition, the white births declined to only 60.

These comparisons yielded racial breakdown estimates for 1966, and these estimates have been a very important input into the 1970 and 1975 racial breakdown projections.

2. Examination of Block Transition Maps

The primary data source for the analysis of racial transition in the city has been the set of racial transition block maps maintained by Real Estate Research Corporation.

a. Description of Maps

Real Estate Research Corporation has sent observers into the field in 1955 and annually since 1960 in order to maintain a general inventory of nonwhite residential patterns in the city. These field observations are supplemented by observations of nonwhite residential patterns from the 1950 and 1960 Censuses of Population. All of these observations are recorded on 1960 Census block maps, which are keyed to census tables containing the number, condition, and value of housing units for each block in the city.

The observations are recorded in the following manner. Once an observer notes nonwhite residence in a block, the block is checked. When the observer is reasonably convinced that over 25 percent of the residential units in the block are nonwhite occupied, the block is keyed to indicate the particular year in which this was first noted. The observers do not observe each block in the city, but they do make observations far enough from the existing ghetto fringes to record any "leapfrogging" of the nonwhite population.

b. Use of the Maps

These maps are probably the best data source available for the analysis of racial transition. However, they do have some limitations. The primary limitation is the lack of data regarding transition in a block that has already become 25 percent nonwhite. The staff has attempted to overcome this limitation through various follow-up techniques, and thereby has been able to establish fairly accurate "rules of thumb" regarding the continuing transition of nonwhite.

With no regard for the velocity of transition in keyed blocks, it is still possible to determine the direction of nonwhite transition. The staff has considered these directional patterns, identifying the "barriers" to nonwhite transition and the impact of these barriers upon the direction of the movement. (The significance of these barriers will be discussed in detail in a later section.)

With the application of some assumptions regarding the "filling up" of nonwhite blocks, the staff also was able to estimate the velocity of the racial transition in various areas.

3. Examination of Subarea Characteristics

The direction of nonwhite transition is influenced greatly by the characteristics of the housing stock in the population in areas at and beyond the ghetto fringe. Observations of 1960 Census data have confirmed, in the light of transition since that time, that several characteristics are especially relevant. These factors are ethnic composition, proportion of owner-occupied units, and the income level of the residents.

The relevant data from the 1960 Census have been examined for those areas within reasonable distance of the existing ghetto. These data, especially in regard to ethnic composition, have been supplemented by the staff's observations regarding any organized resistance and general community attitudes toward acceptance of racial transition.

4. Realtor Interviews

With all of the above statistical data in hand, the staff has conducted personal and telephone interviews with members of the real estate profession who are familiar with the neighborhoods where transition is likely to occur. These men are directly familiar with the recent home purchase and apartment rental patterns of the nonwhite population.

It was expected that the various real estate agents would disagree somewhat in their judgments concerning the possibility of future racial transition. However, the answers did indicate similar basic patterns of prediction concerning the major areas of transition. The identification of these general patterns, interpreted in the context of the statistical analyses which preceded the interviews, has served a valuable purpose in the racial transition analysis.

5. Transition Barriers

The question of transition barriers arose as a result of the analysis carried out in items 2, 3, and 4 above. This consideration is important enough to be handled as a separate item.

The factors of ethnic solidarity and owner occupancy are much more likely to cause a diversion in the path of racial transition if a nonresidential barrier exists. These barriers include community and regional parks, railroad tracks, industrial districts, and major commercial streets.

In projecting the racial composition of the population by small areas, it is very difficult to anticipate the pattern of transition beyond these so-called "transition barriers." The obvious projection problem presented by a barrier is that it is extremely difficult to forecast the time which will elapse before racial transition will occur beyond the barrier.

There are significant subarea projection errors which might result from a wrong assumption regarding the time lapse for the dissolution of a transition barrier. Obviously, the chances that such errors will occur increase as we project further into the future. Because of these uncertainties, it is desirable for the Board of Education staff to be aware of the specific conclusions regarding transition barriers which have governed our analysis. Thus, in the event that these conclusions prove to be wrong, the Board can adjust the racial projections accordingly.

The following are existing or possible future barriers which have been considered as a part of this analysis:

a. Austin Boulevard - Oak Park City Limits

Sometime in the early 1970's, the intensive transition of nonwhites westward through the Austin community area will become the first transition movement to reach the boundaries of the city of Chicago. As such, there might be some resistance to the movement of these nonwhite families into Oak Park. However, recent indications of Oak Park resident attitudes, coupled with the lack of attractive alternatives, reduce this probability considerably. Therefore, the projections are based upon the fact that Austin Boulevard will not be a barrier to any significant degree.

b. Eastern and Northern Boundaries of Cicero

Nonwhite transition reached the eastern city limits of Cicero in the late 1950's, and then turned northward into West Garfield Park and Austin. It appears likely that, for several reasons, Cicero will remain virtually an all-white community through 1975.

c. Chicago, Burlington and Quincy Railroad

The area between Kedzie Avenue and Pulaski Road was predominantly nonwhite as far south as the Chicago, Burlington and Quincy Railroad tracks as early as 1955. However, the transition then turned westward through North Lawndale and then northward as described above. With the exception of scattered families, there has been no movement of nonwhite families south of the Chicago, Burlington and Quincy Railroad tracks.

The transition of nonwhites into South Lawndale before 1975 is somewhat more likely than is the case in Cicero. Though the ethnic composition of the two communities is similar, the barrier is not quite as formidable nor the resistance quite as strong. Nonetheless, the projections have been made under the assumption that this barrier will remain in effect at least through 1975.

d. Ashland Avenue

Nonwhite transition had reached Ashland Avenue at 59th Street in the late 1950's. At that time, the transition pattern turned and has been moving southward along the east side of Ashland Avenue with great velocity. As succeeding blocks immediately east of Ashland Avenue have become nonwhite, the pressure on the Ashland Avenue barrier has increased steadily. Moreover, a recent transition pattern has formed north of 59th Street near Halsted Street and is also moving westward toward Ashland Avenue.

As the southward expansion of the nonwhite families encounters large numbers of higher priced housing in the Auburn Gresham, Beverly, and Washington Heights areas, the demand for units west of Ashland Avenue will be further strengthened. This trend should result in a slight migration of nonwhite households into the area west of Ashland Avenue north of 63rd Street prior to 1970. By the early 1970's, Ashland Avenue should no longer be a significant barrier to transition.

6. Preliminary Estimates of Nonwhite Population by Community Area

Having made the above judgments concerning the velocity and direction of the nonwhite transition pattern, the staff proceeded to make the 1970 and 1975 projections by community area.

7. Comparison with Cohort-Survival Projection

The above analysis is essentially comprised of a series of micro-analyses of racial transition. Therefore, the city totals obtained through this method are not as reliable as the cohort-survival estimate. With this in mind, the staff compared the two sets of projections. The community area projection total was roughly five percent less than the cohort-survival projection, and therefore needed to be reconciled slightly upward.

8. Comparison of Enrollment and Population Increases by Subarea

As a final check on the reasonableness of nonwhite population estimates and projections, the 1960-1970 and 1970-1975 projected increases have been compared with nonwhite enrollment increases in the 1964-1967 period. The enrollment figures were derived from the elementary school head count statistics published by the Board of Education. Both the population and enrollment increase data have been calculated by major subareas of the city, as illustrated in the accompanying map. These subareas have been drawn so as to isolate the distinct movements of nonwhite families which are occurring in the North, West, Southwest, and Southeast sections of the city.

The enrollment figures shown in the table may be distorted somewhat by the influence of pupil transfer programs, which could result in the attendance of nonwhite students in subareas other than the one in which they reside. However, since the subareas are so large, it is doubtful that such an influence would cause a significant error.

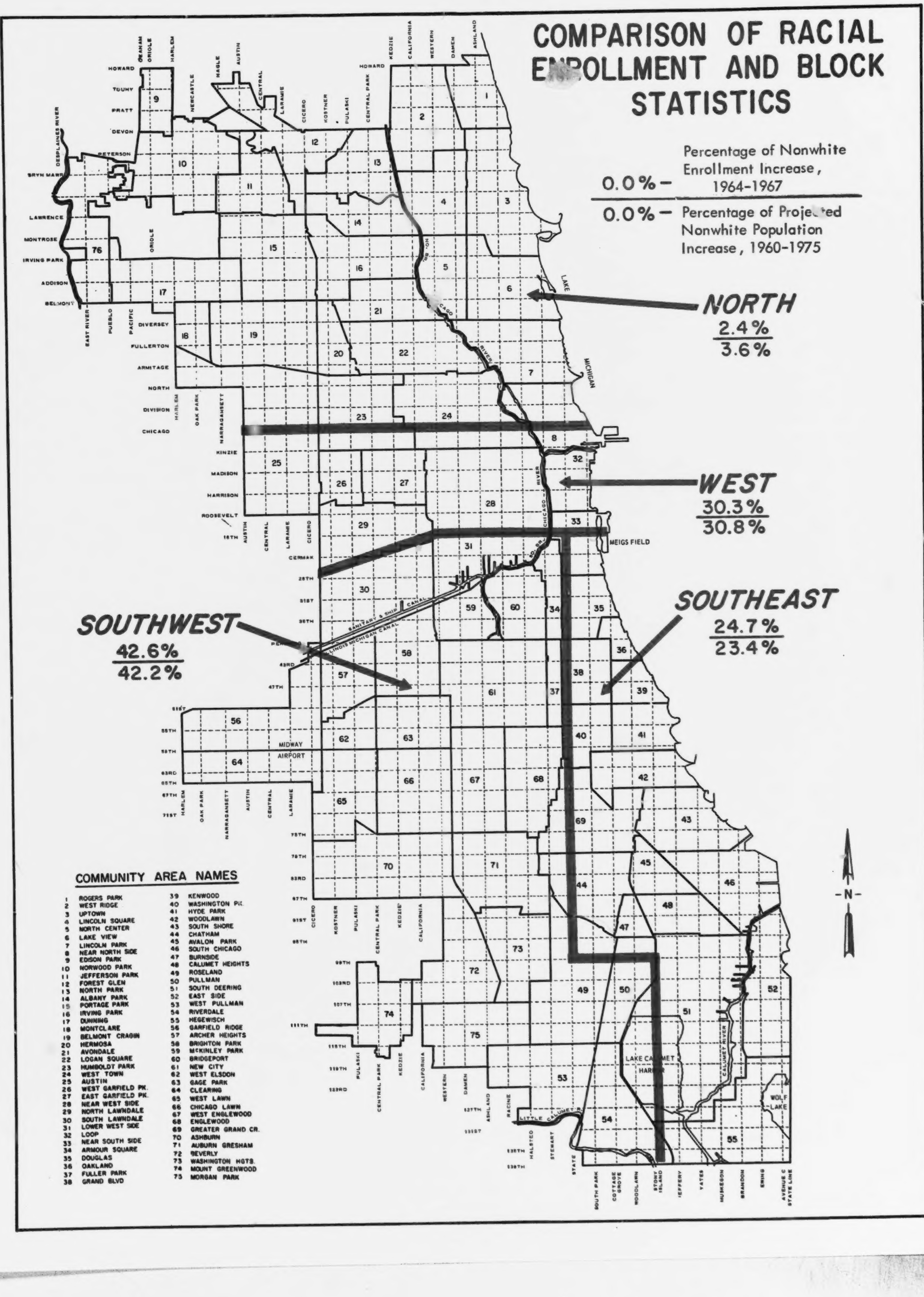
Table 17. COMPARISON OF NONWHITE ENROLLMENT INCREASES (1964-1967) AND PROJECTED POPULATION INCREASES (1960-1970 AND 1970-1975), CITY OF CHICAGO

	Enrollment Increases, 1964-1967		Projected Population Increases, 1960-1970		Projected Population Increases, 1970-1975	
	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
North	1,168	2.4%	11,602	3.6%	5,010	3.6%
West	14,723	30.3	108,833	34.1	31,750	23.0
Southeast	11,968	24.7	71,790	22.5	35,260	25.6
Southwest	20,649	42.6	127,063	39.8	65,980	47.8
Total	48,508	100.0%	319,288	100.0%	138,000	100.0%

Sources: Board of Education, City of Chicago;
Real Estate Research Corporation.

COMPARISON OF RACIAL ENROLLMENT AND BLOCK STATISTICS

0.0% –	Percentage of Nonwhite Enrollment Increase, 1964-1967
0.0% –	Percentage of Projected Nonwhite Population Increase, 1960-1975


NORTH
2.4%
3.6%
WEST
30.3%
30.8%
SOUTHEAST
24.7%
23.4%
SOUTHWEST
42.6%
42.2%
LAKE MICHIGAN
CHICAGO RIVER
NORTH BRANCH CHICAGO RIVER
SO. BR. CHICAGO RIVER
SANITARY & SHIP CANAL
ILLINOIS MICHIGAN CANAL
MEIGS FIELD
MIDWAY AIRPORT
LAKE CALUMET HARBOR
CALUMET RIVER
LITTLE CALUMET R.
WOLF LAKE
DESPLAINES RIVER
-N-
HOWARD
TOUHY
PRATT
DEVON
PETERSON
BRYN MAWR
LAWRENCE
MONTROSE
IRVING PARK
ADDISON
BELMONT
DIVERSEY
FULLERTON
ARMITAGE
NORTH
DIVISION
CHICAGO
KINZIE
MADISON
HARRISON
ROOSEVELT
16TH
CERMAK
26TH
31ST
35TH
PERSHING
43RD
47TH
51ST
55TH
59TH
63RD
65TH
67TH
71ST
75TH
79TH
83RD
87TH
91ST
95TH
99TH
103RD
107TH
111TH
115TH
119TH
123RD
127TH
130ST
135TH
138TH
GRAHAM
ORIOLE
HARLEM
NEWCASTLE
NAGLE
AUSTIN
CENTRAL
LARAMIE
CICERO
KOSTNER
PULASKI
CENTRAL PARK
KEDZIE
CALIFORNIA
WESTERN
DAMEN
ASHLAND
EAST RIVER
PUEBLO
PACIFIC
OAK PARK
NARRAGANSETT
RACINE
HALSTED
STEWART
STATE
SOUTH PARK
COTTAGE GROVE
WOODLAWN
STONY ISLAND
JEFFERY
YATES
MUSKEGON
BRANDON
EWING
AVENUE C
STATE LINE

COMMUNITY AREA NAMES

1	ROGERS PARK
2	WEST RIDGE
3	UPTOWN
4	LINCOLN SQUARE
5	NORTH CENTER
6	LAKE VIEW
7	LINCOLN PARK
8	NEAR NORTH SIDE
9	EDISON PARK
10	NORWOOD PARK
11	JEFFERSON PARK
12	FOREST GLEN
13	NORTH PARK
14	ALBANY PARK
15	PORTAGE PARK
16	IRVING PARK
17	DUNNING
18	MONTCLARE
19	BELMONT CRAGIN
20	HERMOSA
21	AVONDALE
22	LOGAN SQUARE
23	HUMBOLDT PARK
24	WEST TOWN
25	AUSTIN
26	WEST GARFIELD PK.
27	EAST GARFIELD PK.
28	NEAR WEST SIDE
29	NORTH LAWNDALE
30	SOUTH LAWNDALE
31	LOWER WEST SIDE
32	LOOP
33	NEAR SOUTH SIDE
34	ARMOUR SQUARE
35	DOUGLAS
36	OAKLAND
37	FULLER PARK
38	GRAND BLVD
39	KENWOOD
40	WASHINGTON PK.
41	HYDE PARK
42	WOODLAWN
43	SOUTH SHORE
44	CHATHAM
45	AVALON PARK
46	SOUTH CHICAGO
47	BURNSIDE
48	CALUMET HEIGHTS
49	ROSELAND
50	PULLMAN
51	SOUTH DEERING
52	EAST SIDE
53	WEST PULLMAN
54	RIVERDALE
55	HEGEWISCH
56	GARFIELD RIDGE
57	ARCHER HEIGHTS
58	BRIGHTON PARK
59	McKINLEY PARK
60	BRIDGEPORT
61	NEW CITY
62	WEST ELSDON
63	GAGE PARK
64	CLEARING
65	WEST LAWN
66	CHICAGO LAWN
67	WEST ENGLEWOOD
68	ENGLEWOOD
69	GREATER GRAND CR.
70	ASHBURN
71	AUBURN GRESHAM
72	BEVERLY
73	WASHINGTON HGTS.
74	MOUNT GREENWOOD
75	MORGAN PARK

The comparison of the above enrollment and population figures is sufficient to indicate that the subarea allocations of nonwhite population increase are quite reasonable. There are some differences in the population and enrollment figures, and these differences reflect the following factors:

a. The proportion of population increase in the North exceeds the enrollment increase proportion by roughly 50 percent. The major reason for this is that the enrollment increase figure is distorted downward by the inclusion of Puerto Ricans as a separate category in the 1967 head count. Many of these Puerto Ricans had been identified as nonwhites in the 1964 head count and therefore the observed enrollment increase for nonwhites in the North is less than it should be.

b. The West subarea of the city shows a substantial decline in its proportion of increase in the 1970-1975 period. The major reason for this decline is that the westward nonwhite transition likely will have crossed the city limits in the early 1970's.

c. The Southwest area shows a significant increase in its share of the nonwhite growth between 1970 and 1975. This is partially an indirect result of the Oak Park migration mentioned above, which makes the Southwest area growth proportionately higher. Also, however, it reflects the opening up of new residential areas for nonwhite transition west of Ashland Avenue and south of 99th Street.

C. Population Projections by Race, by Community Area

The following table lists the white and nonwhite population projections for 1970 and 1975 for the 75 community areas. The types of racial transition (or lack of it) by community area for the 1960-1975 period are characterized in the accompanying map.

VI-10

Table 18.

RACIAL BREAKDOWN OF 1970 AND 1975 P
BY COMMUNITY AREA - CIT

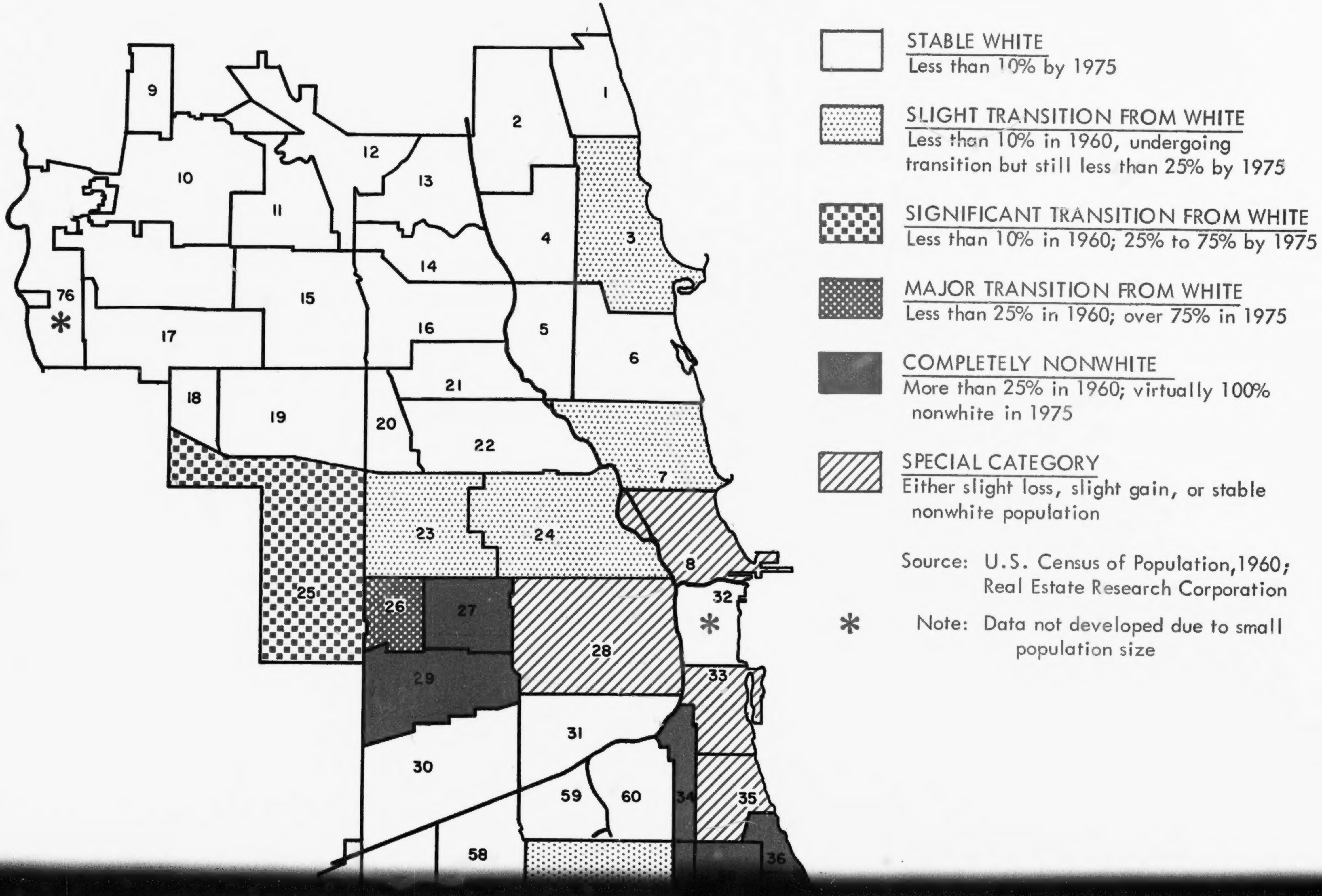
Community Area		1970				1975				
Number	Name	White	Nonwhite	Total	Percent Nonwhite to Total	White	Nonwhite	Total	Percent Nonwhite to Total	Num
1	Rogers Park	54,900	1,000	55,900	1.8%	53,650	1,250	54,900	2.3%	40
2	West Ridge	67,475	225	67,700	.3%	72,400	300	72,700	.4%	41
3	Uptown	116,000	8,000	124,000	6.5%	118,500	10,000	128,500	7.8%	42
4	Lincoln Square	43,400	700	44,100	1.6%	41,600	1,000	42,600	2.3%	43
5	North Center	39,750	150	39,900	.4%	38,550	150	38,700	.4%	44
6	Lake View	111,900	5,700	117,600	4.8%	108,200	6,200	114,400	5.4%	45
7	Lincoln Park	69,600	9,800	79,400	12.3%	65,800	12,800	78,600	16.3%	56
8	Near North Side	41,300	33,000	74,300	44.4%	41,700	32,000	73,700	43.4%	47
9	Edison Park	15,000	-	15,000	-	14,800	-	14,800	-	48
10	Norwood Park	45,450	50	45,500	.1%	46,250	50	46,300	.1%	49
11	Jefferson Park	27,180	20	27,200	.1%	27,775	25	27,800	.1%	50
12	Forest Glen	18,675	25	18,700	.1%	17,970	30	18,000	.2%	51
13	North Park	16,700	400	17,100	2.3%	16,250	350	16,600	2.1%	52
14	Albany Park	48,700	300	49,000	.6%	48,200	300	48,500	.6%	53
15	Portage Park	62,520	80	62,600	.1%	61,300	100	61,400	.2%	54
16	Irving Park	55,530	170	55,700	.3%	55,200	200	55,400	.4%	55
17	Dunning	42,040	60	42,100	.1%	42,340	60	42,400	.1%	56
18	Montclare	11,680	20	11,700	.2%	11,980	20	12,000	.2%	57
19	Belmont Cragin	56,560	40	56,600	.1%	54,970	30	55,000	.1%	58
20	Hermosa	19,975	25	20,000	.1%	19,480	20	19,500	.1%	59
21	Avondale	36,190	110	36,300	.3%	35,300	100	35,400	.3%	60
22	Logan Square	95,200	400	95,600	.4%	96,200	300	96,500	.3%	61
23	Humboldt Park	61,700	6,500	68,200	9.5%	51,300	16,000	67,300	23.8%	62
24	West Town	127,700	6,500	134,200	4.8%	116,800	14,000	130,800	10.7%	63
25	Austin	84,600	37,000	121,600	30.4%	58,700	63,000	121,700	51.8%	64
26	West Garfield Park	2,700	50,000	52,700	94.9%	1,200	48,100	49,300	97.6%	65
27	East Garfield Park	1,400	65,000	66,400	97.9%	300	62,800	63,100	99.5%	66
28	Near West Side	32,400	82,300	114,700	71.8%	38,300	78,300	116,600	67.2%	67
29	North Lawndale	3,000	140,000	143,000	97.9%	550	136,250	136,800	99.6%	68
30	South Lawndale	53,400	4,200	57,600	7.3%	51,700	4,200	55,900	7.5%	69
31	Lower West Side	44,100	1,000	45,100	2.2%	40,200	2,500	42,700	5.9%	70
32	Loop	3,000	400	3,400	11.8%	3,300	1,000	4,300	23.3%	7
33	Near South Side	2,100	5,500	7,600	72.4%	2,200	5,000	7,200	69.4%	7
34	Armour Square	5,900	9,000	14,900	60.4%	4,100	10,000	14,100	70.9%	7
35	Douglas	2,600	54,000	56,600	95.4%	4,900	51,000	55,900	91.2%	7
36	Oakland	900	28,000	28,900	96.9%	900	26,000	26,900	96.7%	7
37	Fuller Park	100	11,000	11,100	99.1%	300	10,000	10,300	97.0%	7
38	Grand Boulevard	400	106,000	106,400	99.6%	800	103,000	103,800	99.2%	
39	Kenwood	2,500	43,000	45,500	94.5%	1,400	43,000	44,400	96.8%	

Source: Real Estate Research Corporation.

1975 POPULATION PROJECTIONS
- CITY OF CHICAGO

Community Area		1970				1975			
Number	Name	White	Nonwhite	Total	Percent Nonwhite to Total	White	Nonwhite	Total	Percent Nonwhite to Total
40	Washington Park	800	47,000	47,800	98.3%	1,100	44,000	45,100	97.6%
41	Hyde Park	22,300	20,000	42,300	47.3%	20,300	22,000	42,300	52.0%
42	Woodlawn	400	83,000	83,400	99.5%	1,700	81,000	82,700	97.9%
43	South Shore	41,000	43,000	84,000	51.2%	16,300	66,000	82,300	80.2%
44	Chatham	1,500	50,000	51,500	97.1%	400	50,000	50,400	99.2%
45	Avalon Park	2,800	9,500	12,300	77.2%	200	11,000	11,200	98.2%
56	South Chicago	40,000	7,000	47,000	14.9%	31,000	15,000	46,000	32.6%
47	Burnside	3,390	10	3,400	.3%	200	3,000	3,200	93.8%
48	Calumet Heights	13,900	6,500	20,400	31.9%	5,300	14,500	19,800	73.2%
49	Roseland	33,400	27,000	60,400	44.7%	17,000	44,000	61,000	72.1%
50	Pullman	8,900	3,000	11,900	25.2%	6,000	6,000	12,000	50.0%
51	South Deering	20,050	250	20,300	1.2%	17,200	2,500	19,700	12.7%
52	East Side	24,475	25	24,500	.1%	23,975	25	24,000	.1%
53	West Pullman	36,200	5,000	41,200	12.1%	34,300	7,000	41,300	16.9%
54	Riverdale	200	16,000	16,200	98.8%	500	16,500	17,000	97.1%
55	Hegewisch	11,450	50	11,500	.4%	9,430	70	9,500	.7%
56	Garfield Ridge	41,500	2,000	43,500	4.6%	41,900	1,700	43,600	3.9%
57	Archer Heights	10,700	-	10,700	-	10,900	-	10,900	-
58	Brighton Park	37,130	70	37,200	.2%	36,350	50	36,400	.1%
59	McKinley Park	15,880	20	15,900	.1%	15,370	30	15,400	.2%
60	Bridgeport	37,400	500	37,900	1.3%	36,700	500	37,200	1.3%
61	New City	61,400	1,500	62,900	2.4%	53,600	8,000	61,600	13.0%
62	West Elsdon	13,900	-	13,900	-	13,500	-	13,500	-
63	Gage Park	26,280	20	26,300	.1%	25,880	20	25,900	.1%
64	Clearing	23,870	30	23,900	.1%	24,870	30	24,900	.1%
65	West Lawn	27,480	20	27,500	.1%	27,480	20	27,500	.1%
66	Chicago Lawn	50,350	50	50,400	.1%	49,950	50	50,000	.1%
67	West Englewood	26,600	30,000	56,600	53.0%	8,300	46,000	54,300	84.7%
68	Englewood	200	103,000	103,200	99.8%	400	97,500	97,900	99.6%
69	Greater Grand Crossing	800	71,000	71,800	98.9%	900	68,000	68,900	98.7%
70	Ashburn	45,760	40	45,800	.1%	46,750	50	46,800	.1%
71	Auburn Gresham	23,600	39,000	62,600	62.3%	8,900	52,000	60,900	85.4%
72	Beverly	23,880	20	23,900	.1%	22,900	800	23,700	3.4%
73	Washington Heights	14,600	17,500	32,100	54.5%	4,300	29,000	33,300	87.1%
74	Mount Greenwood	21,680	20	21,700	.1%	21,770	30	21,800	.1%
75	Morgan Park	15,100	15,500	30,600	50.7%	11,900	19,500	31,400	62.1%
76	O'Hare	-	-	-	-	-	-	-	-
	Total	2,303,100	1,307,300	3,610,400	36.2%	2,112,890	1,445,310	3,558,200	40.6%

NATURE OF RACIAL TRANSITION BY COMMUNITY AREA, 1960-1975


☐ STABLE WHITE
Less than 10% by 1975
▒ SLIGHT TRANSITION FROM WHITE
Less than 10% in 1960, undergoing transition but still less than 25% by 1975
▩ SIGNIFICANT TRANSITION FROM WHITE
Less than 10% in 1960; 25% to 75% by 1975
▓ MAJOR TRANSITION FROM WHITE
Less than 25% in 1960; over 75% in 1975
■ COMPLETELY NONWHITE
More than 25% in 1960; virtually 100% nonwhite in 1975
▨ SPECIAL CATEGORY
Either slight loss, slight gain, or stable nonwhite population
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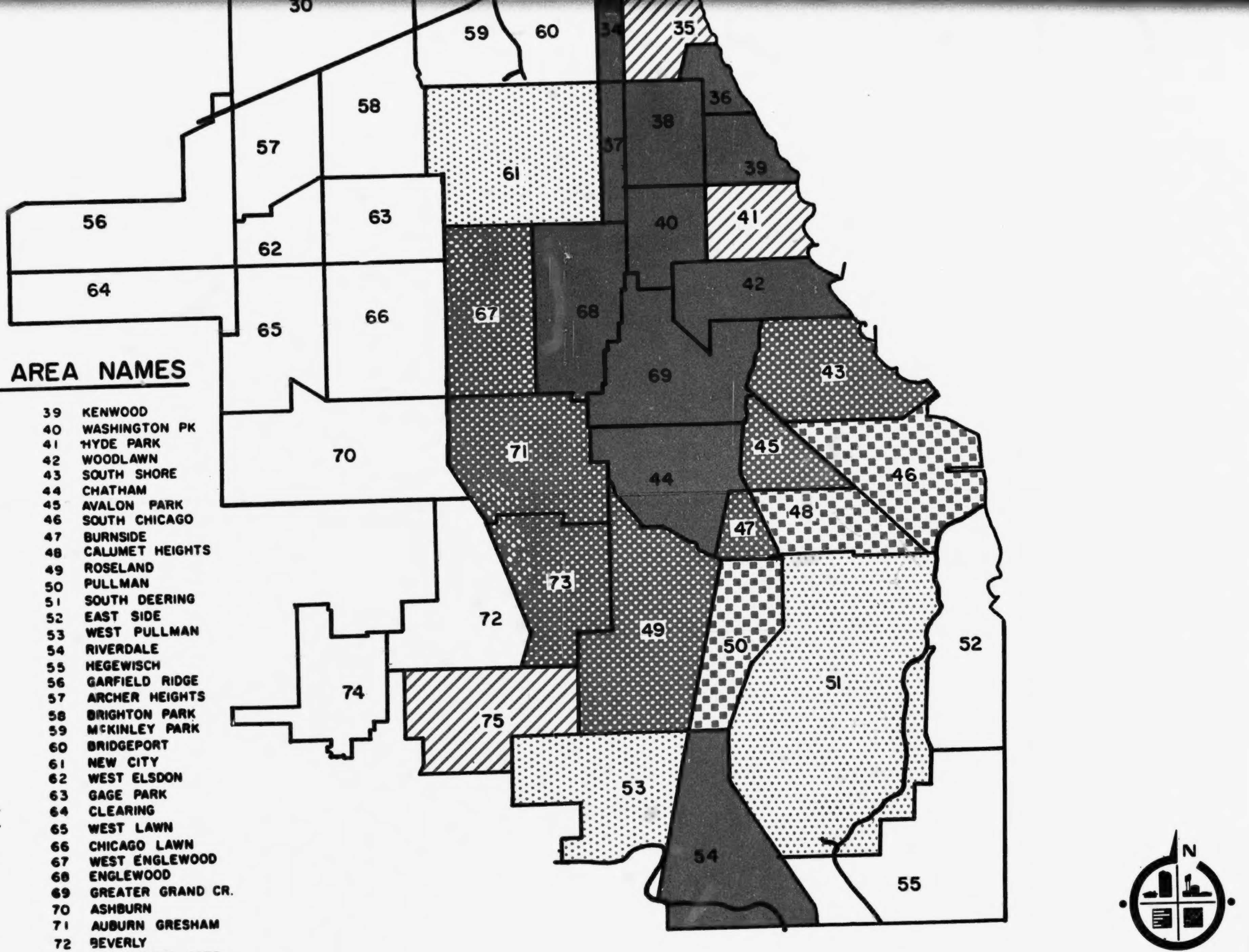
Source: U.S. Census of Population, 1960; Real Estate Research Corporation

* Note: Data not developed due to small population size



COMMUNITY AREA NAMES

1	ROGERS PARK
2	WEST RIDGE
3	UPTOWN
4	LINCOLN SQUARE
5	NORTH CENTER
6	LAKE VIEW
7	LINCOLN PARK
8	NEAR NORTH SIDE
9	EDISON PARK
10	NORWOOD PARK
11	JEFFERSON PARK
12	FOREST GLEN
13	NORTH PARK
14	ALBANY PARK
15	PORTAGE PARK
16	IRVING PARK
17	DUNNING
18	MONTCLARE
19	BELMONT CRAGIN
20	HERMOSA
21	AVONDALE
22	LOGAN SQUARE
23	HUMBOLDT PARK
24	WEST TOWN
25	AUSTIN
26	WEST GARFIELD PK.
27	EAST GARFIELD PK.
28	NEAR WEST SIDE
29	NORTH LAWNDALE
30	SOUTH LAWNDALE
31	LOWER WEST SIDE
32	LOOP
33	NEAR SOUTH SIDE
34	ARMOUR SQUARE
35	DOUGLAS
36	OAKLAND
37	FULLER PARK
38	GRAND BLVD
39	KENWOOD
40	WASHINGTON PK
41	HYDE PARK
42	WOODLAWN
43	SOUTH SHORE
44	CHATHAM
45	AVALON PARK
46	SOUTH CHICAGO
47	BURNSIDE
48	CALUMET HEIGHTS
49	ROSELAND
50	PULLMAN
51	SOUTH DEERING
52	EAST SIDE
53	WEST PULLMAN
54	RIVERDALE
55	HEGEWISCH
56	GARFIELD RIDGE
57	ARCHER HEIGHTS
58	BRIGHTON PARK
59	McKINLEY PARK
60	BRIDGEPORT
61	NEW CITY
62	WEST ELSDON
63	GAGE PARK
64	CLEARING
65	WEST LAWN
66	CHICAGO LAWN
67	WEST ENGLEWOOD
68	ENGLEWOOD
69	GREATER GRAND CR.
70	ASHBURN
71	AUBURN GRESHAM
72	BEVERLY
73	WASHINGTON HGTS.
74	MOUNT GREENWOOD
75	MORGAN PARK

Map Prepared By: REAL ESTATE RESEARCH CORPORATION

VII. PROJECTIONS OF SCHOOL ENROLLMENTS BY COMMUNITY AREA, 1970 and 1975

A. General

Conceptually, the approach used in the projection of school enrollments by subarea was that of relating school enrollment information to population data for each community area. Since projections had already been made of the subarea populations, this relationship (that is, the school enrollment to the total population) appeared to be a reasonable relationship which could be projected. Historical information was used to discern any trends in this relationship. This historical information which was relied upon included the 1950 and 1960 Census enumerations for the city of Chicago. In addition, the 1950 and 1960 relationships were compared to more recent information, specifically, the 1966 school enrollment data and estimates of community area populations for 1966.

The four major steps involved in making the school enrollment projections by subarea were as follows:

1. The projection of the school enrollment by community area.
2. The delineation of the school enrollment for each community area by white and nonwhite composition.
3. The delineation of the school enrollment for each community area by public and parochial enrollment.
4. The combination of the school enrollment for each community area to reflect differentiations by both public and parochial enrollment and by white and nonwhite composition.

B. Methodology

1. Projection of Total School Enrollment by Subarea

a. The ratio of the age five to 17 population to the total population for each community area was calculated for 1950 and 1960. Information for these calculations was derived from the 1950 and 1960 Local Community Fact Books which compiled the census information for these years for each community area.

b. Next, the relationship of the five to 17 population to the total population in each community area was determined for 1966. This entailed converting the 1966 school enrollment data to estimates of the five to 17 population for each community area and relating them to estimates of the 1966 population in each community area.

1) The Planning Department of the Chicago public school system provided elementary school enrollment information for the city of Chicago by block of residence of the students. The information by block residence was then compiled on the basis of community area boundaries. Racial delineations were then made with the assistance of the school board staff. The Catholic school system did not have comparable data for its elementary enrollment. However, questionnaires were sent to the principals of each parochial elementary school requesting their estimates of how many of their students came from each of the community areas which contributed enrollment to their school. The principals were also asked for estimates of the white and nonwhite composition of the students from each community area. We recognize that the parochial enrollment distribution may not be as refined as the public school data in this instance, but we believe it is adequately representative so that it was useful in our projections. The public and parochial school data were combined to determine the elementary enrollment for both public and parochial schools and also by white and nonwhite composition for each community area. High school data, however, were not available to make this same type of computation.

Nevertheless, the total school enrollment (that is, the enrollment of kindergarten through grade 12) was available from both the public and parochial school systems for the entire city. This information was also delineated by white and nonwhite students. Therefore, it was possible to calculate the ratio of the elementary (grades 1 through 8) enrollment to the total (kindergarten through grade 12) enrollment for the entire city. This was calculated for both public and parochial schools and by white and nonwhite composition for each system.

Then, the percentage of elementary students in the public school system to the total number of elementary students (that is, the public plus the parochial) in each community area was calculated. The percentages of elementary to total enrollment for both public and parochial schools were then weighted by the proportions of the students in the public and parochial school systems. These calculations resulted in a weighted percentage of the elementary enrollment to total enrollment for both white and nonwhite students in each community area.

After estimating the ratio of elementary enrollment to total enrollment for each community area for both white and nonwhite students, the ratios were applied to the combined white and nonwhite enrollments in each community area to estimate the total white and nonwhite enrollments of each community area for 1966. After this calculation was accomplished, the combined enrollment figures for each community area were converted to estimates of the five to 17 population in each community area by applying an enrollment factor to the enrollment figures.

2) After determining the 1966 five to 17 population estimates for each community area, it became necessary to relate these figures to 1966 population estimates of each community area. These were obtained by interpolating between 1960 and 1970 estimates of community area populations, after adjusting the 1960 figures for the nonwhite undercount. The adjusted 1960 population figures are shown in a table in the Appendix. Interpolating between these 1960 population figures and our 1970 estimates provided us with estimates of the 1966 population in each community area.

The combined five to 17 population for 1966 was then related to the estimated 1966 total population for each community area.

c. The five to 17 population per thousand for 1950, 1960, and 1966 were inspected in order to estimate the relationship for 1970. The factor for 1970 was applied to the previously estimated 1970 population for each community area to calculate the estimated five to 17 population for each community area.

d. Although the above-described projection technique can be referred to as our primary projection technique, a graphic method was also used to estimate the five to 17 population per thousand of population for each community area for 1970. This graphic technique was based on the assumption that the five to 17 population per thousand for each community area should correlate with the average size of household for each of these areas. The average size of household for each community area had already been projected for 1970 to 1975. Therefore, by projecting the relationship between the five to 17 population per thousand of population and the average size of household for each community area, we could then calculate the five to 17 population per thousand and, subsequently, the five to 17 population for 1970 and 1975. Although the estimates for 1970 were developed by the previously discussed "primary" technique, it was necessary to use the "graphic" technique in order to assess the 1970 to 1975 trends.

e. After estimating the 1970 five to 17 population for each community area, an enrollment factor was applied to convert the five to 17 population into an estimated kindergarten through 12th grade enrollment.

f. Then the 1975 enrollment was projected. Estimates of the 1970 and 1975 five to 17 population per thousand of population had been made using the graphic projection technique. The ratio of the 1975 to the 1970 figures for each community area were then calculated. These ratios were used to project the 1975 estimates from the 1970 figures. Once the 1975 estimates of the five to 17 population per thousand of population for each community area were determined, they were then applied to the previously determined 1975 population estimates for each community area to arrive at estimates of the five to 17 population for 1975. These estimates, in turn, were converted into school enrollment estimates by applying enrollment factors.

2. Delineation of School Enrollment by White and Nonwhite Composition

The approach used in this step was to project the ratio of the percent of nonwhite of the school enrollment to the percent of nonwhite in the total community population. Having already made estimates of the percent of nonwhite among the community area populations in 1970 and 1975, this factor would allow us to estimate the percent of nonwhite among the students in each community area for those years.

The 1966 school enrollment data had already been delineated into white and nonwhite components. However, it was necessary to delineate the population of each community area in 1966 by its white and nonwhite composition. This was achieved by assessing the birth, death, and land use information, in addition to our own maps which show nonwhite transition by blocks.

Then, the ratio of the enrollment percent of nonwhite to the population percent of nonwhite was calculated for each community area for 1966. It was assumed for the community areas which were not undergoing significant racial transition that the ratio of the enrollment percent of nonwhite to the total population percent of nonwhite would be constant throughout the projection period. A constant relationship was also assumed for the community areas which were undergoing only slight racial transition. However, for the community areas which were undergoing rather rapid transition, a more careful analysis was made. In addition, particular attention was paid to the ratios if the community areas were expected to complete racial transition during the period 1966 to 1975.

After the ratio of nonwhite enrollment percent to the nonwhite population percent was estimated for 1970 for each community area, it was applied to the estimated population percent for 1970, and an estimated enrollment percent was calculated. The estimated nonwhite enrollment percent for 1970 for each community area was applied to the previously calculated five to 17 enrollment figure for 1970 to determine the nonwhite enrollment for that year.

The white enrollment for 1970 was determined by subtracting the nonwhite enrollment from the total enrollment. This same methodology was used to estimate the nonwhite enrollment percent for 1975 and the corresponding white and nonwhite enrollment figures.

3. Delineation of Community Area School Enrollments by Public and Parochial Enrollments

In order to delineate the public and parochial school enrollment projections, it was necessary to make two major assumptions. First, it was assumed that the ratio of the elementary enrollment (grades 1 through 8) to the total parochial enrollment (kindergarten through grade 12) for each community area was approximately the same as that for the city as a whole. This assumption was necessary in order to determine the total enrollment in the parochial schools for each community area in 1966. The second assumption we made was that the projected decrease in Catholic school enrollments would be proportional for each community area. This assumption was based on the idea that whatever policy changes the Catholic School Board would implement in the future to decrease enrollments would affect all schools in the same manner. For example, if the policy to be implemented is the further reduction of first grade class sizes, it was assumed that the action would have a proportional effect on the Catholic school enrollment for each community area.

With these assumptions in mind, the first step in projecting the public and parochial school enrollment delineations was to convert the 1966 Catholic elementary enrollment to the total Catholic enrollment for 1966. This step was accomplished by dividing the 1966 parochial elementary enrollments for each community area by 0.733, which was the ratio of parochial elementary enrollments to total parochial enrollment for the entire city for 1966.

It was learned from discussions with the Catholic School Board staff that a policy of reducing class size had begun in 1967. This policy was to reduce the class size of the first grade from 50 to 45 students, or a decrease of ten percent. This policy had the affect of decreasing the first grade enrollment by some 2,000 students from the previous year. The Catholic School Board has plans to limit the succeeding classes to that size also. This means that in 1967 if the first grade was limited to 45 students per class, in 1968 the second grade will also be limited to 45 students per class, and so on.

In 1968, the Catholic School Board plans to further reduce the size of first grade classes to 40 students. The effect of this action will reduce the parochial school enrollment another 2,000 students per year over the projection period.

Thus, the 1968 parochial school enrollment is projected to decrease by 4,000 students per year during our projection period (that is, to 1975).

In order to project the parochial school enrollments for 1970 and 1975, it was assumed that the reduction of class sizes would be the only variable affecting the net enrollment. This assumption implies that the yearly reduction of 4,000 students would be sufficiently large that more applicants would apply for admission than could be accommodated within the class size constraint.

The 1967 total parochial school enrollment was 213,000 students. This enrollment was decreased by 4,000 students per year to 1975. This resulted in a projection of 201,000 parochial school students in 1970 and 181,000 in 1975. It was assumed that high school classes would be affected by this same amount, and so by 1980, the projected enrollment is 171,000.

Since in 1966 the number of parochial school students in Chicago was 220,600, the factor .911 (201,000 ÷ 220,600) was applied to the 1966 parochial enrollments for each community area to arrive at estimates of the 1970 enrollments. In order to make the delineation between public and parochial enrollments by community area for 1970, the parochial enrollment projections were subtracted from the previously projected estimates of combined enrollments.

This same procedure was used for estimating the 1975 public and parochial enrollment figures, except that the factor used for estimating the 1975 parochial enrollment was .820 (181,000 ÷ 220,600). This factor was applied to the 1966 total parochial enrollment figures for each community area to estimate the 1975 parochial enrollments. After the 1975 estimates were made, these figures were subtracted from the previously estimated enrollment figures for the entire city for 1975.

4. Delineation of Public and Parochial Enrollment by White and Nonwhite Composition

At this point the 1970 and 1975 total enrollment projections for each community area had been made, which had been delineated by their white and nonwhite composition, and also by public and parochial school enrollment. The next step involved combining the available information to delineate the public and parochial school enrollments by white and nonwhite composition.

a. The first step in making this delineation involved estimating the percent of nonwhite composition of the parochial school enrollment. The parochial school enrollment in each of the community areas was, in general, much smaller than the projected enrollments for the public schools. Therefore, the variability of the parochial enrollment percentage of nonwhite composition would result in small differences being reflected in the larger public school enrollment figures. Consequently, by initiating the delineation with the parochial school enrollment as opposed to the public school enrollment, the final delineation would be less sensitive to the necessary judgmental assessments which had to be made.

b. Once the number of nonwhite students was estimated for 1970 and 1975, these figures were subtracted from the projected total parochial enrollments for 1970 and 1975. These calculations resulted in our estimates of the white parochial enrollments for those years.

c. The parochial enrollment had been delineated by its white and nonwhite components, which were then subtracted from the previously projected combined enrollment figures for each community area which had also been delineated by white and nonwhite components. These calculations resulted in our estimates of the public enrollment figures for 1970 and 1975 for each community area. This step completed the task of delineating the community area enrollment projections by the public and parochial enrollments and then each by their white and nonwhite components.

5. Delineation of Public Enrollment by Elementary and High School Grades

a. Enrollment data which have been compiled in the 1960 Census were used to calculate the percentage of public elementary (kindergarten through grade 8) to the total (kindergarten through grade 12) public enrollment.

The ratio of elementary enrollment to total enrollment was not available in 1966 by community area. Only elementary enrollment information was available. However, using data for the entire city, it was possible to estimate the ratio of elementary to total enrollment for each community area in 1966. The ratio for the city enrollment was 75 percent in both 1960 and 1966.

b. The community areas were differentiated and assigned to racial composition and economic level categories. The racial categories were: less than 25 percent nonwhite, 25 to 75 percent nonwhite, and greater than 75 percent nonwhite. The economic level categories were determined by inspecting the maximum and minimum median family income levels for the individual community areas in 1960, and dividing this range into five categories.

After assigning each community area to a matrix which described both the community area's racial and economic categories, the ratios of public elementary enrollment to total public enrollment were observed. It appeared that as the income level of a community area declined within a particular racial category, the percentage of elementary students to total enrollment increased. This indication most likely reflects, in part, the larger high school drop-out rate experienced in lower income areas. In addition, for a given income category, as the racial composition increased toward a greater percentage of nonwhites, the percentage of elementary students to the total enrollment also tended to increase. The inference drawn from this observation is that the high school drop-out rate among predominantly nonwhite communities is greater than the drop-out rate among predominantly white communities, even when income levels are similar.

c. It was generally anticipated that if no unusual changes were occurring in the community area, the percentage of elementary students to total enrollment should decrease slightly. This is due to the observed decline in birth rates which would result in fewer students in the elementary grades relative to those who would be in the higher grades (the high school grades). This is because the students in the high school grades would have been born prior to 1957, when birth rates began to decline. In addition, the present emphasis on education should lower high school drop-out rates, thereby reducing the expected ratio of elementary students to the total enrollment.

   Other considerations which we made involved the assessment of the age of the population in a particular community area. If the community area had a relatively young population in 1960, then it would be expected that the reported ratio of elementary students to the total enrollment would be fairly high. Therefore, as the community began to age, it would become necessary to adjust the ratio downward.

d. With the 1960 reported ratio of public elementary students to the total public enrollment for each community area, and estimates of this ratio for 1966, along with projected changes of the racial and economic categories for each community area, assessments were made for 1970 and 1975 of this ratio for each community area.

   With the ratios of public elementary school enrollment to the total public enrollment for 1970 and 1975, the previously estimated total public enrollment for each community area was delineated by the elementary and high school grades.

e. After delineating the public enrollment by its elementary and high school components, the ratios of the elementary to the total enrollment for the city were calculated for 1970 and 1975. These ratios were compared to the ones estimated from the projected school-age segments for those years.

For 1970, the ratio of public elementary to the total public enrollment was 76 percent, compared to an estimate of 74 percent using the school-age segment projections. Giving weight to the historical ratio of 75 percent in 1960 and 1966, it was felt that the initial delineations were reasonable and were not adjusted further.

However, the 1975 ratio was 76 percent, compared to an estimated 68 percent based on the projected school-age segments. The drop of this ratio was considered unusually large in the light of historical ratios. It was decided to weight the ratio based upon projections more than the ratio based upon historical observations, resulting in an estimate of 70 percent for the city. This ratio for the city was used as a control figure for adjusting the initial delineations by community areas.

6. Delineation of Public White and Nonwhite Enrollment by Elementary and High School Grades

   a. The projections of the 1970 and 1975 public school enrollments for each community area indicated that the enrollment racial compositions were mostly white or mostly nonwhite. For example, in 1975 only about ten percent of the community areas will have public enrollment racial compositions of between 25 and 75 percent nonwhite. For the community areas where projected public enrollments were mostly white or mostly nonwhite, the same ratio of elementary enrollment to total enrollment which had been estimated for the total community area enrollment was used for both the white and nonwhite segments.

   b. For the community areas which were projected to be in racial transition and for the community areas in which the characteristics of the white and nonwhite populations were economically dissimilar, a more thorough evaluation of the ratio of elementary enrollment to total enrollment was made. In these cases, an assessment was made of the characteristics of either the white or the nonwhite segment. Then, a determination was made of the ratio of the elementary students to the total enrollment of that racial segment. The delineation for the other racial segment was then made by subtracting these results from the total figures for the community area.

C. Results

1. The projected school enrollments for 1970, 1975, and 1980 are shown in Table 19, along with the historical school enrollments from 1951 through 1966. Similar figures were presented in our preliminary report. However, the enrollment figures in this report reflect our revised assessment of enrollment data from the parochial school system and also our revised assessments of the impact of certain policies which have been implemented by the Catholic School Board.

The revised figures show the continuing increase of school enrollment in the city, rising from 793,200 in 1966 to 828,200 in 1970. After 1970, the school enrollment in the city is expected to decline to 795,900 in 1975 and to 728,400 in 1980. The differences between the revised figures and those appearing in our preliminary report are due to the subtraction of 900 white students from the parochial school system who were attending a school geographically located within the city limits, but whose place of residence was outside the city limits. These trends conform with those projected for the enrollment in the United States; that is, increasing to about 1970 and then declining to 1980.[1]

The city enrollment increase of 35,000 students between 1966 and 1970 comprises an increase of 41,200 nonwhite students and a decrease of 6,200 white students. This change follows the historical trend of a declining number of white students being replaced by a larger number of nonwhite students, resulting in an increase of the total number of students.

However, after 1970, a change in the historical trend of total enrollment is projected to occur. After 1970, while the white enrollment is projected to decline and the nonwhite enrollment is projected to increase, the white enrollment decline will be greater than the nonwhite enrollment increase, causing a decrease in the total number of students. Between 1970 and 1975, the projected school decrease of 32,300 students consists of a loss of 46,500 white students and a gain of only 14,200 nonwhite students. The enrollment decline of 67,500 during the 1975 to 1980 period comprises a decrease of 69,000 white students and an increase of 1,500 nonwhite students.

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[1] Current Population Reports, Series P-25,
Number 388, March 14, 1968;
United States Department of Commerce, Bureau of the Census

Table 19. HISTORICAL AND PROJECTED SCHOOL ENROLLMENTS, CITY OF CHICAGO
(in thousands)

Year	Public Kindergarten - Grade 12 White	Nonwhite	Total	Parochial Kindergarten - Grade 12 White	Nonwhite	Total	Total Public and Parochial Kindergarten - Grade 12 White	Nonwhite	Total
1951	-	-	363.6	-	-	-	-	-	-
1952	-	-	373.1	-	-	-	-	-	-
1953	-	-	382.0	-	-	-	-	-	-
1954	-	-	394.8	-	-	-	-	-	-
1955	-	-	403.3	-	-	-	-	-	-
1956	-	-	419.0	-	-	-	-	-	-
1957	-	-	431.2	-	-	222.8	-	-	641.8
1958	-	-	444.1	-	-	227.9	-	-	659.1
1959	-	-	457.2	-	-	233.1	-	-	677.2
1960	-	-	470.8	-	-	234.1	-	-	691.3
1961	-	-	489.0	-	-	234.5	-	-	705.3
1962	-	-	507.2	-	-	234.7	-	-	723.7
1963	272.6	263.6	536.2	-	-	233.8	-	-	741.0
1964	270.2	279.7	549.9	-	-	232.8	-	-	769.0
1965	266.3	292.2	558.5	202.0	25.6	231.4	468.3	317.8	781.3
1966	264.9	307.7	572.6	193.8	26.8	227.6	458.7	334.5	786.1
						220.6			793.2
1970	285.1	342.1	627.2	167.4	33.6	201.0	452.5	375.7	828.2
1975	261.9	353.0	614.9	144.1	36.9	181.0	406.0	389.9	795.9
1980			557.4			171.0	337.0	391.4	728.4

Sources: 1951 through 1966 public school data - Chicago Board of Education;
1951 through 1966 parochial school data - Catholic School Board;
1970 through 1980 - Real Estate Research Corporation projections.

The large decrease in white enrollment after 1970 is caused both by out-migration of white families from the city (probably being replaced by nonwhite families and by white nonchild-bearing households), and a much smaller number of white students becoming of school age each succeeding year. This latter reason is due to a decline in the number of white births each year since at least 1960, resulting from a decline in birth rates, compounded by a decline in the number of white child-bearing females due to out-migration.

Birth rates increased nationally until about 1957 and then began declining. Since our calculated fertility rates after 1960 conformed with the national rates, we assumed that the Chicago specific rates followed the national trend and began declining after 1957. However, birth rates were relatively high for the entire 1950 to 1961 period. This means that the effect of the annual aging of larger classes out of the school-age range would not be large until after 1966. Thus, the decline in white enrollment from 1963 to 1966 can probably be attributed to out-migration of white families.

After 1966 the decline in white enrollment is caused both by migration and large reductions in the number of white students entering. The reduction in the number of white students during the 1966 to 1970 period is not as large as the reduction between 1970 and 1975 since the proportion of smaller classes to the total number of grades is less in the latter period. The large class which entered school in 1962, five years after the peak number of births in 1957, will have aged out of the school-age range by 1975. Consequently, the effect of successively smaller entering classes will be very large during the period 1975 to 1980.

The increase in the number of nonwhite students is projected to continue from 1966 to 1980, but at a decreasing rate. This slowing of the rate of increase is explained by the declining birth rates and by the declining rate of nonwhite in-migration.

The parochial school enrollments are projected to decline continually, from 220,600 in 1966 to 181,000 in 1975, and to 171,000 in 1980. The differences between these figures and those previously reported are due to the impact of the parochial school system decreasing the size of its classes.

The public school enrollment is projected to follow the same trend as that for the entire city, increasing from 572,600 in 1966 to 627,200 in 1970, and then decreasing to 614,900 in 1975 and to 557,400 in 1980. The differences between these figures and those previously reported are due entirely to the students which the public school must accommodate because of the Catholic School Board policy of decreasing class sizes. To reiterate the methodology for projecting the public school enrollment, the parochial enrollment was adjusted to account for a reduction in class size and then was subtracted from the city enrollment to calculate the public school enrollment. This technique assumed that the transfer of students from the parochial school system to the public school system would be 100 percent. This assumption could cause the public enrollment figures to be slightly overstated since it is likely that some families who try unsuccessfully to enroll their children in the parochial system may choose the alternative of out-migrating to the suburbs rather than enrolling them in the public system.

Within the public school system, the nonwhite segment is projected to increase from 307,700 in 1966 to 353,000 in 1975, representing an increase of 45,300 nonwhite students, or approximately 15 percent for this period. The white segment of the public school enrollment is projected to increase from 264,900 in 1966 to a peak of about 285,100 in 1970, and then decline to 261,900 in 1975. This means that the projected increase in the public school enrollment (from 572,600 in 1966 to 614,900 in 1975) will occur almost entirely in the nonwhite segment.

The combined white enrollment (that is, the combined public and parochial school enrollment) is projected to decline from 458,700 in 1966 to 406,000 in 1975. On the other hand, the combined nonwhite enrollment is projected to increase from 334,500 in 1966 to 389,900 in 1975. Consequently, the nonwhite composition of the combined enrollment will increase from 42.2 percent in 1966 to 49.0 percent in 1975. Since the combined enrollment of both white and nonwhite segments increases only slightly between 1966 and 1975, the change in the combined enrollment racial composition is due almost entirely to a substitution of nonwhite for white students.

2. The 1970 and 1975 projections of the city enrollments by community area are presented in tables 20 and 21. The projections are delineated by public and parochial school enrollments and also by white and nonwhite enrollment compositions. They generally reflect a downward trend between these two periods, which is in line with the projected downward trend of the over-all city enrollment.

3. The public enrollment in the entire city is projected to increase from 1966 to 1975. This effect is presented visually by the map on Page VII-20A. This map reflects the change in public enrollment for the various community areas from 1966 to the projected figures in 1975. Three categories of change are shown. The first category contains the community areas which were relatively stable between 1966 and 1975. Stability, in this case, is defined as experiencing less than a five percent change (either increase or decrease) during the period. The second category presented includes the community areas in which the public school enrollment is projected to increase more than five percent during the period. The third category includes the community areas in which the public school enrollment is projected to decrease more than five percent between 1966 and 1975.

   A visual presentation of the projected 1975 public school enrollment (delineated by racial categories) for each community area is presented in the map on Page VII-20B.

4. The projected public school enrollment for each community area for 1970 and 1975,which has been delineated by elementary (kindergarten through grade 8) and high school (grades 9 through 12) components,are presented in tables 22 and 23. For the city, the public elementary segment is projected to decrease from 477,871 in 1970 to 430,400 in 1975, or a decline of 11.0 percent. On the other hand, the high school segment is expected to increase from 149,329 in 1970 to 184,500 in 1975, an increase of 23.6 percent. By race, the nonwhite enrollment increase is projected at 10,864, comprising of a 28,376 decrease in the elementary grades and a 39,240 increase in the high school grades. Over this period, the white enrollment is projected to decrease by 23,164,consisting of a 19,095 decline in the elementary grades and a 4,069 decline in the high school grades.

Table 20.

PROJECTION OF SCHOOL ENROLLMENT – 1970
BY PUBLIC/PAROCHIAL AND BY WHITE/NONWHITE - CITY OF CHICAGO

Community Area		1970 Public School Enrollment			1970 Parochial School Enrollment			1970 Public and Parochial School Enrollment		
Number	Name	White	Nonwhite	Total	White	Nonwhite	Total	White	Nonwhite	Total
1	Rogers Park	5,082	276	5,358	2,104	2	2,106	7,186	278	7,464
2	West Ridge	6,341	73	6,414	1,987	20	2,007	8,328	93	8,421
3	Uptown	16,748	1,674	18,422	3,949	4	3,953	20,697	1,678	22,375
4	Lincoln Square	5,111	239	5,350	1,963	2	1,965	7,074	241	7,315
5	North Center	6,156	300	6,456	3,084	15	3,099	9,240	315	9,555
6	Lake View	12,800	1,194	13,994	2,701	27	2,728	15,501	1,221	16,722
7	Lincoln Park	8,104	2,719	10,823	3,020	62	3,082	11,124	2,781	13,905
8	Near North Side	1,010	12,284	13,294	798	975	1,773	1,808	13,259	15,067
9	Edison Park	1,421	-	1,421	1,684	-	1,684	3,105	-	3,105
10	Norwood Park	8,561	14	8,575	5,897	-	5,897	14,458	14	14,472
11	Jefferson Park	2,052	9	2,061	2,372	-	2,372	4,424	9	4,433
12	Forest Glen	2,231	-	2,231	1,988	-	1,988	4,219	-	4,219
13	North Park	2,042	65	2,107	180	-	180	2,222	65	2,287
14	Albany Park	7,290	189	7,479	1,646	3	1,649	8,936	192	9,128
15	Portage Park	6,336	21	6,357	4,314	-	4,314	10,650	21	10,671
16	Irving Park	6,061	65	6,126	1,942	-	1,942	8,003	65	8,068
17	Dunning	3,945	14	3,959	3,030	-	3,030	6,975	14	6,989
18	Montclare	1,392	2	1,394	929	-	929	2,321	2	2,323
19	Belmont Cragin	7,909	52	7,961	5,080	-	5,080	12,989	52	13,041
20	Hermosa	2,716	10	2,726	1,509	3	1,512	4,225	13	4,238
21	Avondale	3,276	40	3,316	3,376	-	3,376	6,652	40	6,692
22	Logan Square	13,350	473	13,823	4,927	-	4,927	18,277	473	18,750
23	Humboldt Park	8,969	3,569	12,538	3,499	304	3,803	12,468	3,873	16,341
24	West Town	21,170	3,294	24,464	8,469	261	8,730	29,639	3,555	33,194
25	Austin	5,061	11,473	17,534	6,089	677	6,766	12,150	12,150	24,300
26	West Garfield Park	100	15,886	15,986	75	1,423	1,498	175	17,309	17,484
27	East Garfield Park	49	20,909	20,958	178	1,602	1,780	227	22,511	22,738
28	Near West Side	1,793	18,737	20,530	3,154	1,052	4,206	4,947	19,789	24,736
29	North Lawndale	14	38,610	38,624	27	2,671	2,698	41	41,281	41,322
30	South Lawndale	8,888	3,630	12,518	4,152	42	4,194	13,040	3,672	16,712
31	Lower West Side	8,323	1,403	9,726	3,772	8	3,780	12,095	1,411	13,506
32	Loop	-	-	-	-	-	-	-	-	-
33	Near South Side	97	1,063	1,160	9	439	448	106	1,502	1,608
34	Armour Square	335	1,121	1,456	386	900	1,286	721	2,021	2,742
35	Douglas	18	9,364	9,382	196	1,111	1,307	214	10,475	10,689
36	Oakland	9	8,917	8,926	-	388	388	9	9,305	9,314
37	Fuller Park	-	1,725	1,725	-	626	626	-	2,351	2,351
38	Grand Boulevard	32	30,279	30,311	-	1,681	1,681	32	31,960	31,992
39	Kenwood	143	6,528	6,671	-	458	458	143	6,986	7,129

Table 20.

PROJECTION OF SCHOOL ENROLLMENT - 1970
BY PUBLIC/PAROCHIAL AND BY WHITE/NONWHITE - CITY OF CHICAGO

(continued)

Community Area		1970 Public School Enrollment			1970 Parochial School Enrollment			1970 Public and Parochial School Enrollment		
Number	Name	White	Nonwhite	Total	White	Nonwhite	Total	White	Nonwhite	Total
40	Washington Park	15	13, 548	13, 563	-	1, 095	1, 095	15	14, 643	14, 658
41	Hyde Park	1, 258	2, 036	3, 294	300	300	600	1, 558	2, 336	3, 894
42	Woodlawn	17	14, 485	14, 502	-	2, 025	2, 025	17	16, 510	16, 527
43	South Shore	3, 215	10, 376	13. 591	1, 076	718	1, 794	4, 291	11, 094	15, 385
44	Chatham	119	9, 403	9, 522	-	2, 348	2, 348	119	11, 751	11, 870
45	Avalon Park	76	2, 268	2, 344	264	793	1, 057	340	3, 061	3, 401
46	South Chicago	4, 626	1, 778	6, 404	3, 274	172	3, 446	7, 900	1, 950	9, 850
47	Burnside	778	10	788	225	-	225	1, 003	10	1, 013
48	Calumet Heights	2, 516	2, 492	5, 008	893	298	1, 191	3, 409	2, 790	6, 199
49	Roseland	2, 998	7, 016	10, 014	3, 017	335	3, 352	6, 015	7, 351	13, 366
50	Pullman	775	613	1, 388	273	30	303	1, 048	643	1, 691
51	South Deering	5, 116	126	5, 242	1, 850	9	1, 859	6, 966	135	7, 101
52	East Side	4, 551	13	4, 564	1, 988	-	1, 988	6, 539	13	6, 552
53	West Pullman	5, 520	2, 396	7, 916	3, 658	193	3, 851	9, 178	2, 589	11, 767
54	Riverdale	18	5, 267	5, 285	39	355	394	57	5, 622	5, 679
55	Hegewisch	2, 839	17	2, 856	1, 382	-	1, 382	4, 221	17	4, 238
56	Garfield Ridge	5, 598	1, 190	6, 788	4, 387	44	4, 431	9, 985	1, 234	11, 219
57	Archer Heights	771	34	805	1, 462	-	1, 462	2, 233	34	2, 267
58	Brighton Park	3, 859	250	4, 109	3, 940	-	3, 940	7, 799	250	8, 049
59	McKinley Park	2, 098	35	2, 133	1, 389	-	1, 389	3, 487	35	3, 522
60	Bridgeport	3, 615	305	3, 920	4, 111	-	4, 111	7, 726	305	8, 031
61	New City	8, 657	532	9, 189	8, 038	164	8, 202	16, 695	696	17, 391
62	West Elsdon	1, 336	20	1, 356	1, 525	-	1, 525	2, 861	20	2, 881
63	Gage Park	3, 542	157	3, 699	2, 352	-	2, 352	5, 894	157	6, 051
64	Clearing	4, 687	8	4, 695	3, 020	-	3, 020	7, 707	8	7, 715
65	West Lawn	2, 415	-	2, 415	2, 780	-	2, 780	5, 195	-	5, 195
66	Chicago Lawn	4, 828	93	4, 921	4, 365	-	4, 365	9, 193	93	9, 286
67	West Englewood	2, 673	11, 743	14, 416	2, 870	1, 230	4, 100	5. 543	12, 973	18, 516
68	Englewood	32	28, 670	28, 702	-	3, 461	3, 461	32	32, 131	32, 163
69	Greater Grand Crossing	14	11, 866	11, 880	-	2, 351	2, 351	14	14, 217	14, 231
70	Ashburn	8, 875	61	8, 936	6, 261	-	6, 261	15, 136	61	15, 197
71	Auburn Gresham	1, 116	9, 369	10, 485	2, 484	2, 033	4, 517	3, 600	11, 402	15, 002
72	Beverly	3, 662	36	3, 698	3, 570	-	3, 570	7, 232	36	7, 268
73	Washington Heights	1, 304	5, 291	6, 595	1, 181	506	1, 687	2, 485	5, 797	8, 282
74	Mount Greenwood	3, 583	9	3, 592	5, 006	-	5, 006	8, 589	9	8, 598
75	Morgan Park	2, 027	4, 402	6, 429	1, 970	348	2, 318	3, 997	4, 750	8, 747
76	O'Hare									
	Total	285, 064	342, 136	627, 200	167, 436	33, 564	201, 000	452, 500	375, 700	828, 200

Source: Real Estate Research Corporation.

Table 21.

PROJECTION OF SCHOOL ENROLLMENT - 1975
BY PUBLIC/PAROCHIAL AND BY WHITE/NONWHITE - CITY OF CHICAGO

Community Area		1975 Public School Enrollment			1975 Parochial School Enrollment			1975 Public and Parochial School Enrollment		
Number	Name	White	Nonwhite	Total	White	Nonwhite	Total	White	Nonwhite	Total
1	Rogers Park	4,589	321	4,910	1,892	4	1,896	6,481	325	6,806
2	West Ridge	6,598	118	6,716	1,790	18	1,808	8,388	136	8,524
3	Uptown	16,470	1,942	18,412	3,553	7	3,560	20,023	1,949	21,972
4	Lincoln Square	4,778	297	5,075	1,766	4	1,770	6,544	301	6,845
5	North Center	6,113	306	6,419	2,776	14	2,790	8,889	320	9,209
6	Lake View	11,761	1,259	13,020	2,430	27	2,457	14,191	1,286	15,477
7	Lincoln Park	7,245	3,064	10,309	2,665	111	2,776	9,910	3,175	13,085
8	Near North Side	857	11,779	12,636	719	878	1,597	1,576	12,657	14,233
9	Edison Park	1,530	-	1,530	1,516	-	1,516	3,046	-	3,046
10	Norwood Park	8,987	15	9,002	5,314	-	5,314	14,301	15	14,316
11	Jefferson Park	2,355	9	2,364	2,136	-	2,136	4,491	9	4,500
12	Forest Glen	2,162	-	2,162	1,790	-	1,790	3,952	-	3,952
13	North Park	1,941	59	2,000	162	-	162	2,103	59	2,162
14	Albany Park	7,281	195	7,476	1,482	3	1,485	8,763	198	8,961
15	Portage Park	6,480	22	6,502	3,890	-	3,890	10,370	22	10,392
16	Irving Park	5,997	67	6,064	1,748	-	1,748	7,745	67	7,812
17	Dunning	4,082	15	4,097	2,729	-	2,729	6,811	15	6,826
18	Montclare	1,522	2	1,524	837	-	837	2,359	2	2,361
19	Belmont Cragin	7,649	106	7,755	4,579	-	4,579	12,228	106	12,334
20	Hermosa	2,604	9	2,613	1,358	3	1,361	3,962	12	3,974
21	Avondale	3,389	42	3,431	3,040	-	3,040	6,429	42	6,471
22	Logan Square	14,877	319	15,196	4,441	-	4,441	19,318	319	19,637
23	Humboldt Park	7,411	5,352	12,763	3,151	274	3,425	10,562	5,626	16,188
24	West Town	19,759	4,630	24,389	7,631	236	7,867	27,390	4,866	32,256
25	Austin	3,413	15,849	19,262	5,183	915	6,098	8,596	16,764	25,360
26	West Garfield Park	67	13,535	13,602	27	1,322	1,349	94	14,857	14,951
27	East Garfield Park	21	18,678	18,699	-	1,603	1,603	21	20,281	20,302
28	Near West Side	2,478	17,713	20,191	3,034	758	3,792	5,512	18,471	23,983
29	North Lawndale	15	36,367	36,382	24	2,405	2,429	39	38,772	38,811
30	South Lawndale	8,708	3,634	12,342	3,744	38	3,782	12,452	3,672	16,124
31	Lower West Side	7,416	1,651	9,067	3,397	7	3,404	10,813	1,658	12,471
32	Loop	-	-	-	-	-	-	-	-	-
33	Near South Side	185	880	1,065	8	396	404	193	1,276	1,469
34	Armour Square	90	1,270	1,360	289	869	1,158	379	2,139	2,518
35	Douglas	1,159	7,767	8,926	412	765	1,177	1,571	8,532	10,103
36	Oakland	9	8,217	8,226	-	350	350	9	8,567	8,576
37	Fuller Park	2	1,547	1,549	-	564	564	2	2,111	2,113
38	Grand Boulevard	30	28,582	28,612	-	1,514	1,514	30	30,096	30,126
39	Kenwood	37	6,426	6,463	-	413	413	37	6,839	6,876

Table 21.

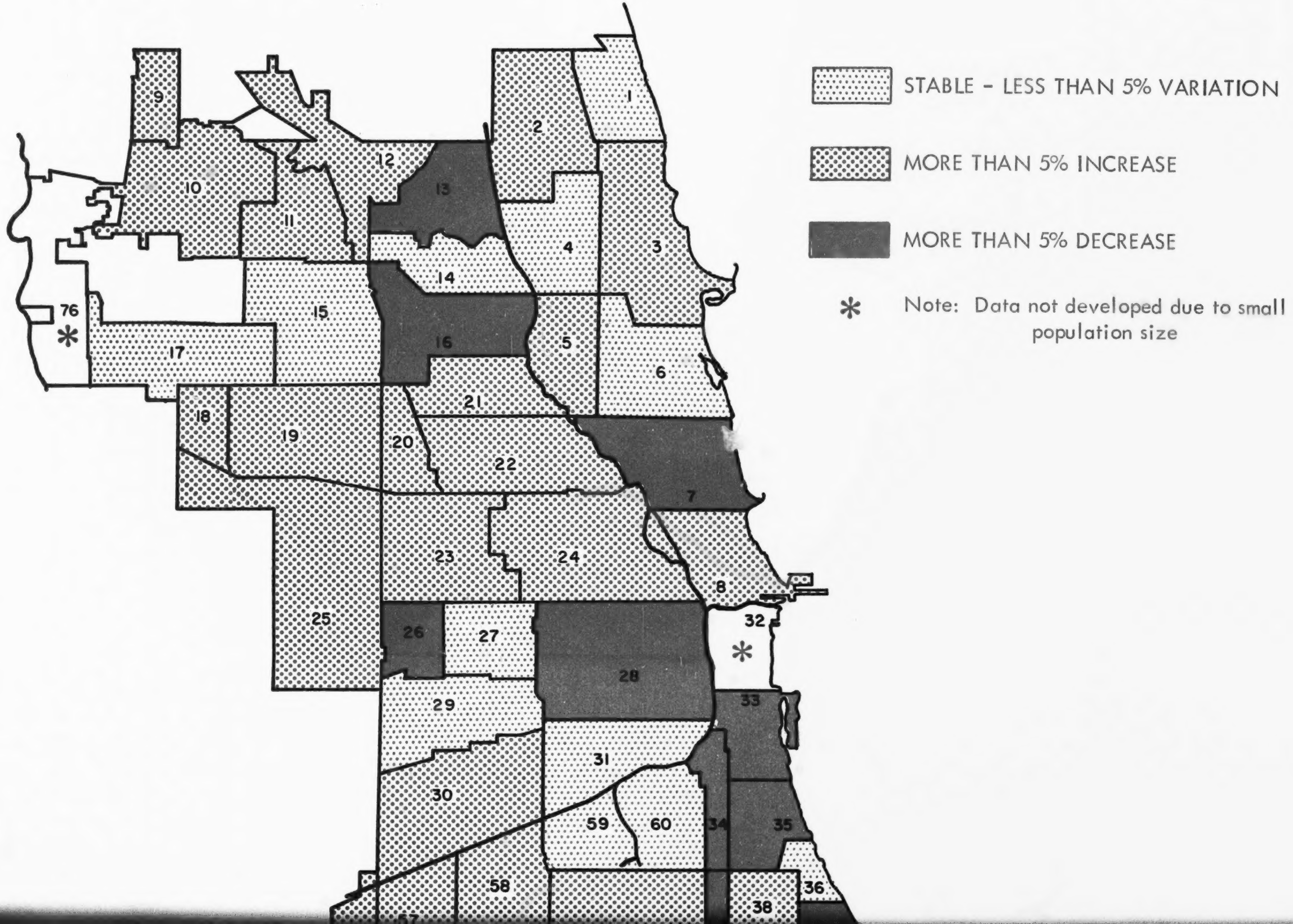
PROJECTION OF SCHOOL ENROLLMENT - 1975
BY PUBLIC/PAROCHIAL AND BY WHITE/NONWHITE - CITY OF CHICAGO

(continued)

Community Area		1975 Public School Enrollment			1975 Parochial School Enrollment			1975 Public and Parochial School Enrollment		
Number	Name	White	Nonwhite	Total	White	Nonwhite	Total	White	Nonwhite	Total
40	Washington Park	125	11,714	11,839	-	986	986	125	12,700	12,825
41	Hyde Park	1,033	2,083	3,116	243	297	540	1,276	2,380	3,656
42	Woodlawn	146	14,231	14,377	-	1,824	1,824	146	16,055	16,201
43	South Shore	810	12,250	13,060	646	970	1,616	1,456	13,220	14,676
44	Chatham	12	9,632	9,644	-	2,114	2,114	12	11,746	11,758
45	Avalon Park	11	2,098	2,109	19	933	952	30	3,031	3,061
46	South Chicago	2,593	3,641	6,234	2,793	310	3,103	5,386	3,951	9,337
47	Burnside	8	695	703	10	193	203	18	888	906
48	Calumet Heights	167	4,723	4,890	536	536	1,072	703	5,259	5,962
49	Roseland	346	10,558	10,904	1,346	1,673	3,019	1,692	12,231	13,923
50	Pullman	368	1,011	1,379	218	55	273	586	1,066	1,652
51	South Deering	3,828	1,161	4,989	1,607	67	1,674	5,435	1,228	6,663
52	East Side	4,517	13	4,530	1,708	-	1,708	6,225	13	6,238
53	West Pullman	5,235	2,614	7,849	3,194	273	3,467	8,429	2,887	11,316
54	Riverdale	1	5,368	5,369	35	319	354	36	5,687	5,723
55	Hegewisch	2,207	26	2,233	1,245	-	1,245	3,452	26	3,478
56	Garfield Ridge	6,062	1,083	7,145	3,955	40	3,995	10,017	1,123	11,140
57	Archer Heights	936	35	971	1,317	-	1,317	2,253	35	2,288
58	Brighton Park	3,871	258	4,129	3,548	-	3,548	7,419	258	7,677
59	McKinley Park	2,093	36	2,129	1,250	-	1,250	3,343	36	3,379
60	Bridgeport	3,867	240	4,107	3,707	-	3,707	7,574	240	7,814
61	New City	6,997	2,518	9,515	7,021	370	7,391	14,018	2,888	16,906
62	West Elsdon	1,274	21	1,295	1,373	-	1,373	2,647	21	2,668
63	Gage Park	3,650	167	3,817	2,119	-	2,119	5,769	167	5,936
64	Clearing	5,226	17	5,243	2,720	-	2,720	7,946	17	7,963
65	West Lawn	2,649	6	2,655	2,503	-	2,503	5,152	6	5,158
66	Chicago Lawn	5,118	99	5,217	3,936	-	3,936	9,054	99	9,153
67	West Englewood	297	13,551	13,848	1,109	2,588	3,697	1,406	16,139	17,545
68	Englewood	29	25,480	25,509	-	3,116	3,116	29	28,596	28,625
69	Greater Grand Crossing	14	11,703	11,717	-	2,117	2,117	14	13,820	13,834
70	Ashburn	9,370	62	9,432	5,643	-	5,643	15,013	62	15,075
71	Auburn Gresham	403	9,943	10,346	815	3,258	4,073	1,218	13,201	14,419
72	Beverly	3,408	504	3,912	3,215	-	3,215	6,623	504	7,127
73	Washington Heights	59	7,652	7,711	532	987	1,519	591	8,639	9,230
74	Mount Greenwood	3,783	8	3,791	4,513	-	4,513	8,296	8	8,304
75	Morgan Park	1,320	5,755	7,075	1,711	376	2,087	3,031	6,131	9,162
76	O'Hare	-	-	-	-	-	-	-	-	-
	Total	261,900	353,000	614,900	144,100	36,900	181,000	406,000	389,900	795,900

Source: Real Estate Research Corporation.

MAGNITUDE OF PUBLIC SCHOOL ENROLLMENT CHANGE BY COMMUNITY AREA, 1966-1975


STABLE - LESS THAN 5% VARIATION
MORE THAN 5% INCREASE
MORE THAN 5% DECREASE
* Note: Data not developed due to small population size
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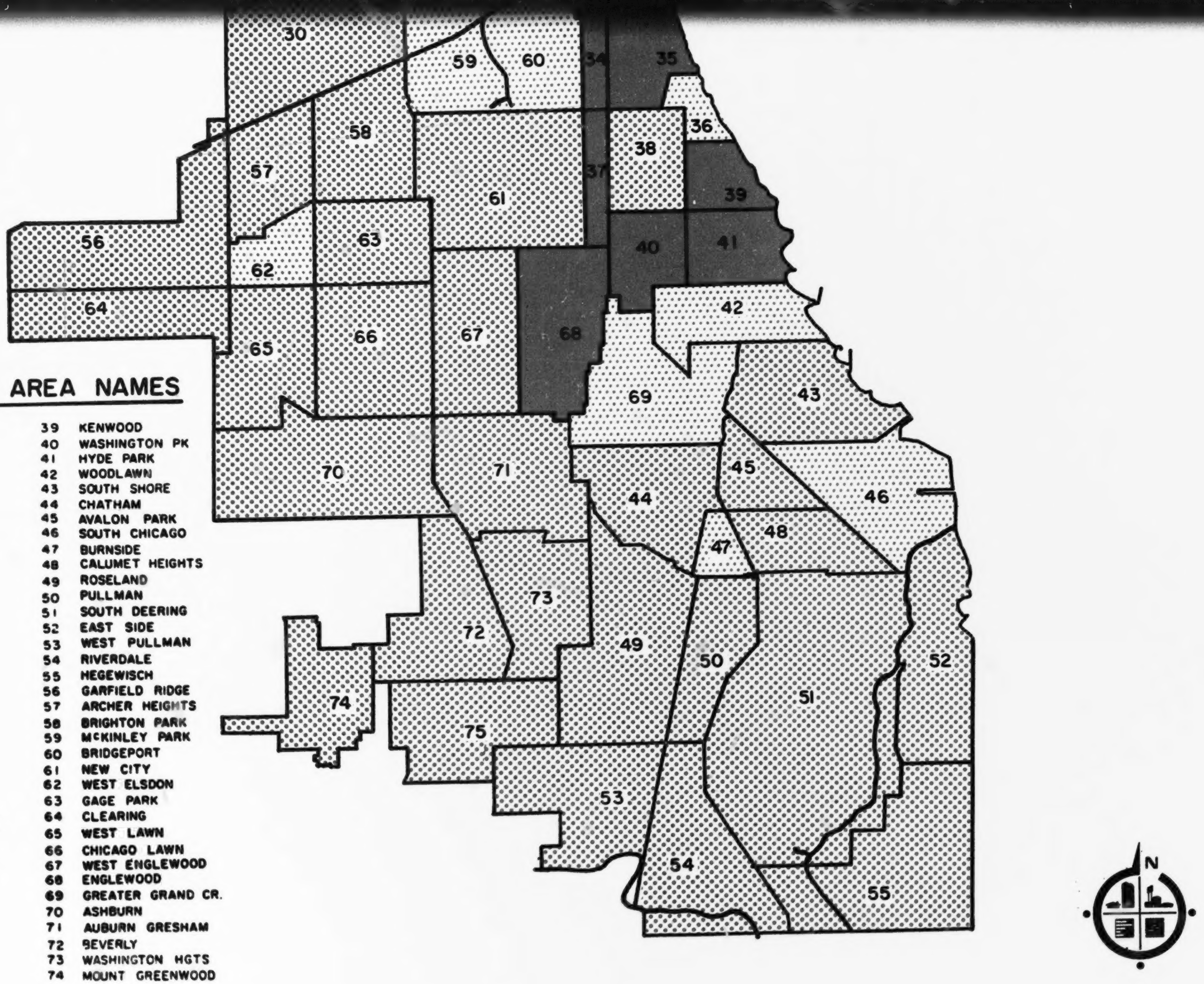
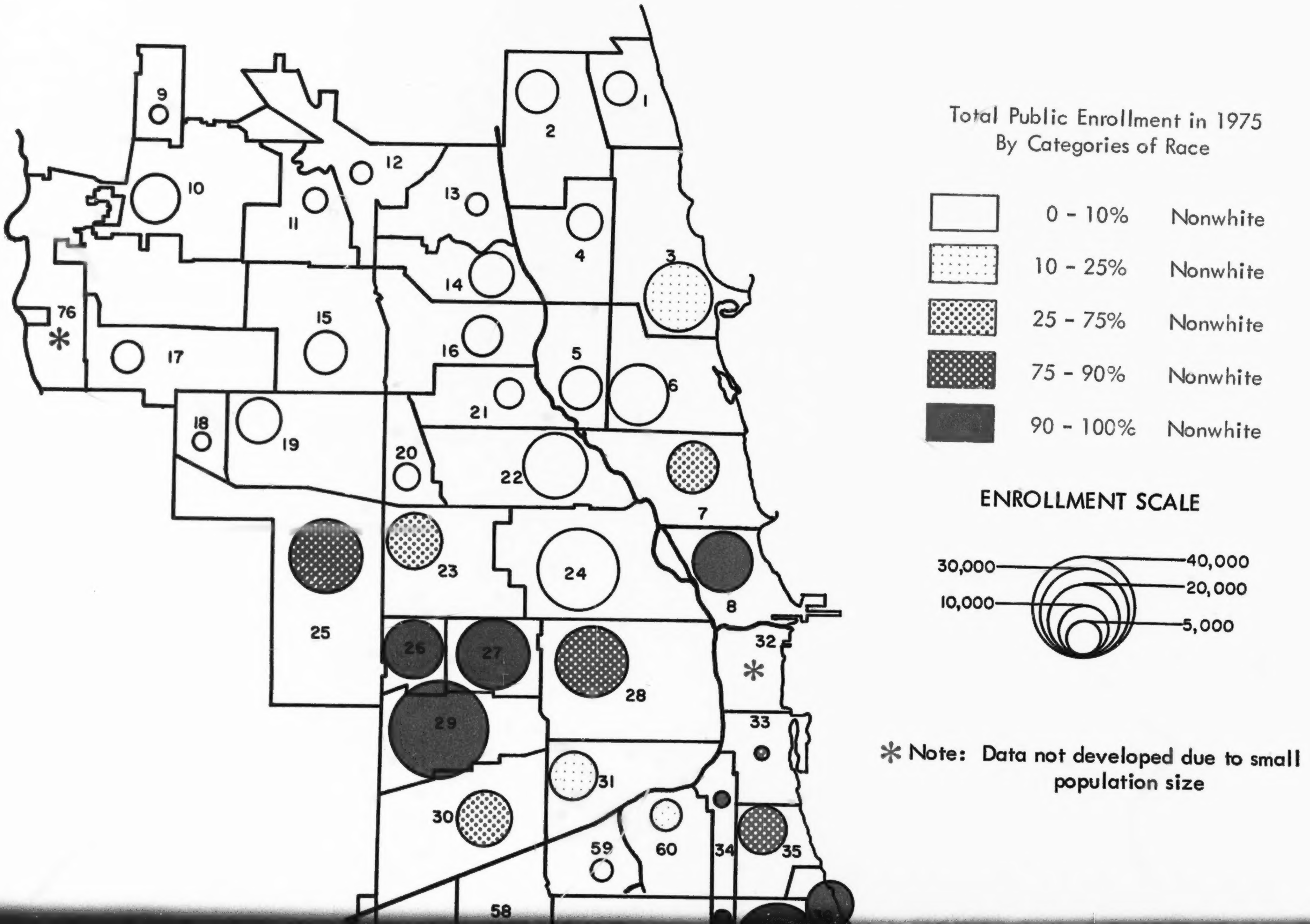


COMMUNITY AREA NAMES

1	ROGERS PARK	39	KENWOOD
2	WEST RIDGE	40	WASHINGTON PK
3	UPTOWN	41	HYDE PARK
4	LINCOLN SQUARE	42	WOODLAWN
5	NORTH CENTER	43	SOUTH SHORE
6	LAKE VIEW	44	CHATHAM
7	LINCOLN PARK	45	AVALON PARK
8	NEAR NORTH SIDE	46	SOUTH CHICAGO
9	EDISON PARK	47	BURNSIDE
10	NORWOOD PARK	48	CALUMET HEIGHTS
11	JEFFERSON PARK	49	ROSELAND
12	FOREST GLEN	50	PULLMAN
13	NORTH PARK	51	SOUTH DEERING
14	ALBANY PARK	52	EAST SIDE
15	PORTAGE PARK	53	WEST PULLMAN
16	IRVING PARK	54	RIVERDALE
17	DUNNING	55	HEGEWISCH
18	MONTCLARE	56	GARFIELD RIDGE
19	BELMONT CRAGIN	57	ARCHER HEIGHTS
20	HERMOSA	58	BRIGHTON PARK
21	AVONDALE	59	McKINLEY PARK
22	LOGAN SQUARE	60	BRIDGEPORT
23	HUMBOLDT PARK	61	NEW CITY
24	WEST TOWN	62	WEST ELSDON
25	AUSTIN	63	GAGE PARK
26	WEST GARFIELD PK.	64	CLEARING
27	EAST GARFIELD PK.	65	WEST LAWN
28	NEAR WEST SIDE	66	CHICAGO LAWN
29	NORTH LAWNDALE	67	WEST ENGLEWOOD
30	SOUTH LAWNDALE	68	ENGLEWOOD
31	LOWER WEST SIDE	69	GREATER GRAND CR.
32	LOOP	70	ASHBURN
33	NEAR SOUTH SIDE	71	AUBURN GRESHAM
34	ARMOUR SQUARE	72	BEVERLY
35	DOUGLAS	73	WASHINGTON HGTS
36	OAKLAND	74	MOUNT GREENWOOD
37	FULLER PARK	75	MORGAN PARK
38	GRAND BLVD		

Map Prepared By: **REAL ESTATE RESEARCH CORPORATION**

PUBLIC SCHOOL ENROLLMENT
BY COMMUNITY AREA, 1975


Total Public Enrollment in 1975
By Categories of Race
0 - 10% Nonwhite
10 - 25% Nonwhite
25 - 75% Nonwhite
75 - 90% Nonwhite
90 - 100% Nonwhite
ENROLLMENT SCALE
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5,000
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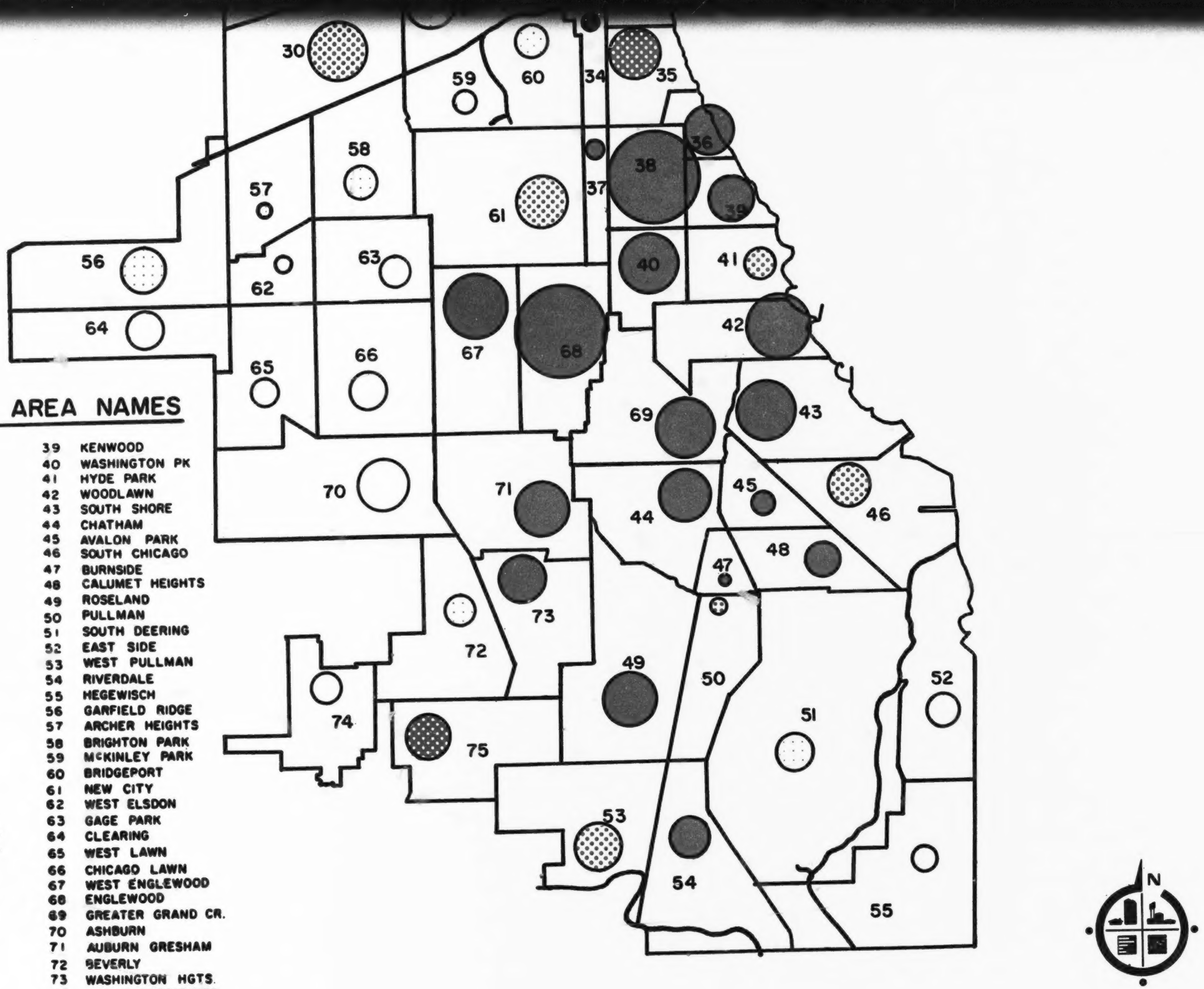
* Note: Data not developed due to small population size



COMMUNITY AREA NAMES

1	ROGERS PARK	39	KENWOOD
2	WEST RIDGE	40	WASHINGTON PK
3	UPTOWN	41	HYDE PARK
4	LINCOLN SQUARE	42	WOODLAWN
5	NORTH CENTER	43	SOUTH SHORE
6	LAKE VIEW	44	CHATHAM
7	LINCOLN PARK	45	AVALON PARK
8	NEAR NORTH SIDE	46	SOUTH CHICAGO
9	EDISON PARK	47	BURNSIDE
10	NORWOOD PARK	48	CALUMET HEIGHTS
11	JEFFERSON PARK	49	ROSELAND
12	FOREST GLEN	50	PULLMAN
13	NORTH PARK	51	SOUTH DEERING
14	ALBANY PARK	52	EAST SIDE
15	PORTAGE PARK	53	WEST PULLMAN
16	IRVING PARK	54	RIVERDALE
17	DUNNING	55	HEGEWISCH
18	MONTCLARE	56	GARFIELD RIDGE
19	BELMONT CRAGIN	57	ARCHER HEIGHTS
20	HERMOSA	58	BRIGHTON PARK
21	AVONDALE	59	McKINLEY PARK
22	LOGAN SQUARE	60	BRIDGEPORT
23	HUMBOLDT PARK	61	NEW CITY
24	WEST TOWN	62	WEST ELSDON
25	AUSTIN	63	GAGE PARK
26	WEST GARFIELD PK.	64	CLEARING
27	EAST GARFIELD PK.	65	WEST LAWN
28	NEAR WEST SIDE	66	CHICAGO LAWN
29	NORTH LAWNDALE	67	WEST ENGLEWOOD
30	SOUTH LAWNDALE	68	ENGLEWOOD
31	LOWER WEST SIDE	69	GREATER GRAND CR.
32	LOOP	70	ASHBURN
33	NEAR SOUTH SIDE	71	AUBURN GRESHAM
34	ARMOUR SQUARE	72	BEVERLY
35	DOUGLAS	73	WASHINGTON HGTS.
36	OAKLAND	74	MOUNT GREENWOOD
37	FULLER PARK	75	MORGAN PARK
38	GRAND BLVD		

Map Prepared By: REAL ESTATE RESEARCH CORPORATION

Table 22.

PROJECTION OF PUBLIC SCHOOL ENRO
BY ELEMENTARY (K-8)/HIGH SCHOOL (9-12) AND BY WHIT

Community Area		1970 Public White Enrollment			1970 Public Nonwhi	
umber	Name	Elementary(K-8)	High School (9-12)	Total (K-12)	Elementary(K-8)	High Schoo
1	Rogers Park	3, 304	1, 778	5, 082	179	9
2	West Ridge	4, 122	2, 219	6, 341	47	2
3	Uptown	12, 561	4, 187	16, 748	1, 256	41
4	Lincoln Square	3, 323	1, 788	5, 111	155	8
5	North Center	4, 309	1, 847	6, 156	210	9
6	Lake View	9, 600	3, 200	12, 800	896	29
7	Lincoln Park	6, 347	1, 757	8, 104	2, 311	40
8	Near North Side	657	353	1, 010	9, 978	2, 30
9	Edison Park	924	497	1, 421	-	-
10	Norwood Park	5, 565	2, 996	8, 561	9	
11	Jefferson Park	1, 334	718	2, 052	6	
12	Forest Glen	1, 562	669	2, 231	-	-
13	North Park	1, 328	714	2, 042	42	2
14	Albany Park	5, 103	2, 187	7, 290	132	5
15	Portage Park	4, 118	2, 218	6, 336	14	
16	Irving Park	4, 242	1, 819	6, 061	46	1
17	Dunning	2, 564	1, 381	3, 945	9	
18	Montclare	905	487	1, 392	1	
19	Belmont Cragin	5, 141	2, 768	7, 909	34	1
20	Hermosa	1, 901	815	2, 716	7	
21	Avondale	2, 293	983	3, 276	28	1
22	Logan Square	10, 003	3, 347	13, 350	364	10
23	Humboldt Park	6, 656	2, 313	8, 969	2, 748	82
24	West Town	15, 812	5, 358	21, 170	2, 536	75
25	Austin	4, 128	1, 933	6, 061	8, 146	3, 32
26	West Garfield Park	85	15	100	13, 503	2, 38
27	East Garfield Park	42	7	49	17, 772	3, 13
28	Near West Side	1, 434	359	1, 793	16, 016	2, 72
29	North Lawndale	12	2	14	32, 818	5, 79
30	South Lawndale	6, 594	2, 294	8, 888	2, 795	83
31	Lower West Side	6, 243	2, 080	8, 323	1, 052	35
32	Loop	-	-	-	-	-
33	Near South Side	82	15	97	904	15
34	Armour Square	251	84	335	914	20
35	Douglas	14	4	18	7, 492	1, 87
36	Oakland	7	2	9	7, 134	1, 78
37	Fuller Park	-	-	-	1, 466	25
38	Grand Boulevard	26	6	32	24, 223	6, 05
39	Kenwood	114	29	143	5, 223	1, 30

L ENROLLMENT - 1970
Y WHITE/NONWHITE - CITY OF CHICAGO

1970 ic Nonwhite Enrollment		1970 Public White and Nonwhite Enrollment		
igh School (9-12)	Total (K-12)	Elementary (K-8)	High School (9-12)	Total (K-12)
97	276	3, 483	1, 875	5, 358
26	73	4, 169	2, 245	6, 414
418	1, 674	13, 817	4, 605	18, 422
84	239	3, 478	1, 872	5, 350
90	300	4, 519	1, 937	6, 456
298	1, 194	10, 496	3, 498	13, 994
408	2, 719	8, 658	2, 165	10, 823
2, 306	12, 284	10, 635	2, 659	13, 294
-	-	924	497	1, 421
5	14	5, 574	3, 001	8, 575
3	9	1, 340	721	2, 061
-	-	1, 562	669	2, 231
23	65	1, 370	737	2, 107
57	189	5, 235	2, 244	7, 479
7	21	4, 132	2, 225	6, 357
19	65	4, 288	1, 838	6, 126
5	14	2, 573	1, 386	3, 959
1	2	906	488	1, 394
18	52	5, 175	2, 786	7, 961
3	10	1, 908	818	2, 726
12	40	2, 321	995	3, 316
109	473	10, 367	3, 456	13, 823
821	3, 569	9, 404	3, 134	12, 538
758	3, 294	18, 348	6, 116	24, 464
3, 327	11, 473	12, 274	5, 260	17, 534
2, 383	15, 886	13, 588	2, 398	15, 986
3, 137	20, 909	17, 814	3, 144	20, 958
2, 721	18, 737	17, 450	3, 080	20, 530
5, 792	38, 610	32, 830	5, 794	38, 624
835	3, 630	9, 389	3, 129	12, 518
351	1, 403	7, 295	2, 431	9, 726
-	-	-	-	-
159	1, 063	986	174	1, 160
207	1, 121	1, 165	291	1, 456
1, 872	9, 364	7, 506	1, 876	9, 382
1, 783	8, 917	7, 141	1, 785	8, 926
259	1, 725	1, 466	259	1, 725
6, 056	30, 279	24, 249	6, 062	30, 311
1, 305	6, 528	5, 337	1, 334	6, 671

Table 22.

PROJECTION OF PUBLIC SCHOOL ENRO
BY ELEMENTARY (K-8)/HIGH SCHOOL (9-12) AND BY WHI
(continued)

Community Area		1970 Public White Enrollment			1970 Public Nonwhite	
mber	Name	Elementary (K-8)	High School (9-12)	Total (K-12)	Elementary (K-8)	High Sc
40	Washington Park	11	4	15	10, 161	3, 38
41	Hyde Park	881	377	1, 258	1, 590	44
42	Woodlawn	14	3	17	11, 588	2, 89
43	South Shore	2, 761	454	3, 215	8, 392	1, 98
44	Chatham	89	30	119	7, 053	2, 35
45	Avalon Park	57	19	76	1, 701	56
46	South Chicago	3, 079	1, 547	4, 626	1, 333	44
47	Burnside	545	233	778	7	
48	Calumet Heights	1, 887	629	2, 516	1, 869	62
49	Roseland	2, 249	749	2, 998	5, 262	1, 75
50	Pullman	589	186	775	521	9
51	South Deering	3, 837	1, 279	5, 116	95	3
52	East Side	2, 959	1, 592	4, 551	8	
53	West Pullman	3, 744	1, 776	5, 520	1, 797	59
54	Riverdale	15	3	18	4, 477	79
55	Hegewisch	1, 845	994	2, 839	11	
56	Garfield Ridge	4, 139	1, 459	5, 598	952	23
57	Archer Heights	578	193	771	26	
58	Brighton Park	2, 508	1, 351	3, 859	163	8
59	McKinley Park	1, 468	630	2, 098	25	1
60	Bridgeport	2, 711	904	3, 615	229	7
61	New City	6, 049	2, 608	8, 657	383	14
62	West Elsdon	935	401	1, 336	14	
63	Gage Park	2, 302	1, 240	3, 542	102	5
64	Clearing	3, 281	1, 406	4, 687	6	
65	West Lawn	1, 691	724	2, 415	-	-
66	Chicago Lawn	3, 139	1, 689	4, 828	60	3
67	West Englewood	1, 787	886	2, 673	9, 746	1, 99
68	Englewood	27	5	32	24, 370	4, 30
69	Greater Grand Crossing	11	3	14	9, 493	2, 37
70	Ashburn	6, 656	2, 219	8, 875	46	1
71	Auburn Gresham	725	391	1, 116	6, 615	2, 75
72	Beverly	2, 381	1, 281	3, 662	23	1
73	Washington Heights	913	391	1, 304	3, 704	1, 58
74	Mount Greenwood	2, 508	1, 075	3, 583	6	
75	Morgan Park	1, 318	709	2, 027	3, 182	1, 22
76	O'Hare	-	-	-	-	-
	Total	202, 395	82, 669	285, 064	275, 476	66, 66

urce: Real Estate Research Corporation.

OL ENROLLMENT - 1970
BY WHITE/NONWHITE - CITY OF CHICAGO

1970 Nonwhite Enrollment		1970 Public White and Nonwhite Enrollment		
High School (9-12)	Total (K-12)	Elementary (K-8)	High School (9-12)	Total (K-12)
3, 387	13, 548	10, 172	3, 391	13, 563
446	2, 036	2, 471	823	3, 294
2, 897	14, 485	11, 602	2, 900	14, 502
1, 984	10, 376	11, 153	2, 438	13, 591
2, 350	9, 403	7, 142	2, 380	9, 522
567	2, 268	1, 758	586	2, 344
445	1, 778	4, 412	1, 992	6, 404
3	10	552	236	788
623	2, 492	3, 756	1, 252	5, 008
1, 754	7, 016	7, 511	2, 503	10, 014
92	613	1, 110	278	1, 388
31	126	3, 932	1, 310	5, 242
5	13	2, 967	1, 597	4, 564
599	2, 396	5, 541	2, 375	7, 916
790	5, 267	4, 492	793	5, 285
6	17	1, 856	1, 000	2, 856
238	1, 190	5, 091	1, 697	6, 788
8	34	604	201	805
87	250	2, 671	1, 438	4, 109
10	35	1, 493	640	2, 133
76	305	2, 940	980	3, 920
149	532	6, 432	2, 757	9, 189
6	20	949	407	1, 356
55	157	2, 404	1, 295	3, 699
2	8	3, 287	1, 408	4, 695
-	-	1, 691	724	2, 415
33	93	3, 199	1, 722	4, 921
1, 997	11, 743	11, 533	2, 883	14, 416
4, 300	28, 670	24, 397	4, 305	28, 702
2, 373	11, 866	9, 504	2, 376	11, 880
15	61	6, 702	2, 234	8, 936
2, 754	9, 369	7, 340	3, 145	10, 485
13	36	2, 404	1, 294	3, 698
1, 587	5, 291	4, 617	1, 978	6, 595
3	9	2, 514	1, 078	3, 592
1, 220	4, 402	4, 500	1, 929	6, 429
-	-	-	-	-
66, 660	342, 136	477, 871	149, 329	627, 200

Table 23.

PROJECTION OF PUBLIC SCHOOL ENROLLMEN
BY ELEMENTARY (K-8)/HIGH SCHOOL (9-12) AND BY WHITE

	Community Area	1975				
		Public White Enrollment			Public Non	
nber	Name	Elementary (K-8)	High School (9-12)	Total (K-12)	Elementary (K-8)	Hig
1	Rogers Park	2,939	1,650	4,589	169	
2	West Ridge	4,225	2,373	6,598	62	
3	Uptown	12,221	4,249	16,470	1,248	
4	Lincoln Square	3,060	1,718	4,778	156	
5	North Center	4,225	1,888	6,113	178	
6	Lake View	8,727	3,034	11,761	810	
7	Lincoln Park	5,585	1,660	7,245	2,368	
8	Near North Side	549	308	857	8,478	
9	Edison Park	980	550	1,530	-	
10	Norwood Park	5,755	3,232	8,987	8	
11	Jefferson Park	1,508	847	2,355	5	
12	Forest Glen	1,384	778	2,162	-	
13	North Park	1,243	698	1,941	31	
14	Albany Park	5,032	2,249	7,281	114	
15	Portage Park	4,150	2,330	6,480	12	
16	Irving Park	3,840	2,157	5,997	35	
17	Dunning	2,614	1,468	4,082	8	
18	Montclare	975	547	1,522	1	
19	Belmont Cragin	4,899	2,750	7,649	56	
20	Hermosa	1,800	804	2,604	5	
21	Avondale	2,342	1,047	3,389	24	
22	Logan Square	11,032	3,845	14,877	213	
23	Humboldt Park	5,767	1,644	7,411	3,919	
24	West Town	14,569	5,190	19,759	3,092	
25	Austin	2,214	1,199	3,413	10,582	
26	West Garfield Park	57	10	67	10,460	
27	East Garfield Park	18	3	21	14,434	
28	Near West Side	1,915	563	2,478	12,569	
29	North Lawndale	12	3	15	25,675	
30	South Lawndale	6,389	2,319	8,708	2,426	
31	Lower West Side	5,503	1,913	7,416	1,062	
32	Loop	-	-	-	-	
33	Near South Side	156	29	185	681	
34	Armour Square	67	23	90	902	
35	Douglas	860	299	1,159	5,557	
36	Oakland	7	2	9	5,801	
37	Fuller Park	2	-	2	1,092	
38	Grand Boulevard	24	6	30	20,177	
39	Kenwood	30	7	37	4,536	

OL ENROLLMENT - 1975
ND BY WHITE/NONWHITE - CITY OF CHICAGO

1975 Public Nonwhite Enrollment			1975 Public White and Nonwhite Enrollment		
(K-8)	High School (9-12)	Total (K-12)	Elementary (K-8)	High School (9-12)	Total (K-12)
69	152	321	3,108	1,802	4,910
62	56	118	4,287	2,429	6,716
48	694	1,942	13,469	4,943	18,412
56	141	297	3,216	1,859	5,075
78	128	306	4,403	2,016	6,419
10	449	1,259	9,537	3,483	13,020
68	696	3,064	7,953	2,356	10,309
78	3,301	11,779	9,027	3,609	12,636
-	-	-	980	550	1,530
8	7	15	5,763	3,239	9,002
5	4	9	1,513	851	2,364
-	-	-	1,384	778	2,162
31	28	59	1,274	726	2,000
114	81	195	5,146	2,330	7,476
12	10	22	4,162	2,340	6,502
35	32	67	3,875	2,189	6,064
8	7	15	2,622	1,475	4,097
1	1	2	976	548	1,524
56	50	106	4,955	2,800	7,755
5	4	9	1,805	808	2,613
24	18	42	2,366	1,065	3,431
213	106	319	11,245	3,951	15,196
919	1,433	5,352	9,686	3,077	12,763
092	1,538	4,630	17,661	6,728	24,389
582	5,267	15,849	12,796	6,466	19,262
460	3,075	13,535	10,517	3,085	13,602
434	4,244	18,678	14,452	4,247	18,699
569	5,144	17,713	14,484	5,707	20,191
675	10,692	36,367	25,687	10,695	36,382
426	1,208	3,634	8,815	3,527	12,342
062	589	1,651	6,565	2,502	9,067
-	-	-	-	-	-
681	199	880	837	228	1,065
902	368	1,270	969	391	1,360
557	2,210	7,767	6,417	2,509	8,926
801	2,416	8,217	5,808	2,418	8,226
092	455	1,547	1,094	455	1,549
177	8,405	28,582	20,201	8,411	28,612
536	1,890	6,426	4,566	1,897	6,463

Table 23.

PROJECTION OF PUBLIC SCHOOL ENROLLME
BY ELEMENTARY (K-8)/HIGH SCHOOL (9-12) AND BY WHI
(continued)

Community Area		1975				
		Public White Enrollment			Public No	
umber	Name	Elementary (K-8)	High School (9-12)	Total (K-12)	Elementary (K-8)	Hi
40	Washington Park	93	32	125	7,531	
41	Hyde Park	714	319	1,033	1,404	
42	Woodlawn	116	30	146	10,046	
43	South Shore	601	209	810	8,700	
44	Chatham	9	3	12	6,193	
45	Avalon Park	8	3	11	1,349	
46	South Chicago	1,851	742	2,593	2,431	
47	Burnside	6	2	8	447	
48	Calumet Heights	124	43	167	3,037	
49	Roseland	257	89	346	6,788	
50	Pullman	273	95	368	737	
51	South Deering	2,841	987	3,828	746	
52	East Side	2,893	1,624	4,517	7	
53	West Pullman	3,488	1,747	5,235	1,681	
54	Riverdale	1	-	1	4,148	
55	Hegewisch	1,413	794	2,207	14	
56	Garfield Ridge	4,443	1,619	6,062	765	
57	Archer Heights	695	241	936	23	
58	Brighton Park	2,479	1,392	3,871	136	
59	McKinley Park	1,446	647	2,093	21	
60	Bridgeport	2,870	997	3,867	155	
61	New City	5,142	1,855	6,997	1,681	
62	West Elsdon	816	458	1,274	11	
63	Gage Park	2,338	1,312	3,650	88	
64	Clearing	3,612	1,614	5,226	10	
65	West Lawn	1,696	953	2,649	3	
66	Chicago Lawn	3,278	1,840	5,118	52	
67	West Englewood	190	107	297	9,624	
68	Englewood	25	4	29	19,690	
69	Greater Grand Crossing	11	3	14	7,524	
70	Ashburn	6,953	2,417	9,370	40	
71	Auburn Gresham	258	145	403	6,443	
72	Beverly	2,182	1,226	3,408	266	
73	Washington Heights	44	15	59	4,920	
74	Mount Greenwood	2,614	1,169	3,783	5	
75	Morgan Park	845	475	1,320	3,438	
76	O'Hare	-	-	-	-	
	Total	183,300	78,600	261,900	247,100	

C SCHOOL ENROLLMENT - 1975
(9-12) AND BY WHITE/NONWHITE - CITY OF CHICAGO
(continued)

1975 Public Nonwhite Enrollment			1975 Public White and Nonwhite Enrollment		
Elementary (K-8)	High School (9-12)	Total (K-12)	Elementary (K-8)	High School (9-12)	Total (K-12)
7,531	4,183	11,714	7,624	4,215	11,839
1,404	679	2,083	2,118	998	3,116
10,046	4,185	14,231	10,162	4,215	14,377
8,700	3,550	12,250	9,301	3,759	13,060
6,193	3,439	9,632	6,202	3,442	9,644
1,349	749	2,098	1,357	752	2,109
2,431	1,210	3,641	4,282	1,952	6,234
447	248	695	453	250	703
3,037	1,686	4,723	3,161	1,729	4,890
6,788	3,770	10,558	7,045	3,859	10,904
737	274	1,011	1,010	369	1,379
746	415	1,161	3,587	1,402	4,989
7	6	13	2,900	1,630	4,530
1,681	933	2,614	5,169	2,680	7,849
4,148	1,220	5,368	4,149	1,220	5,369
14	12	26	1,427	806	2,233
765	318	1,083	5,208	1,937	7,145
23	12	35	718	253	971
136	122	258	2,615	1,514	4,129
21	15	36	1,467	662	2,129
155	85	240	3,025	1,082	4,107
1,681	837	2,518	6,823	2,692	9,515
11	10	21	827	468	1,295
88	79	167	2,426	1,391	3,817
10	7	17	3,622	1,621	5,243
3	3	6	1,699	956	2,655
52	47	99	3,330	1,887	5,217
9,624	3,927	13,551	9,814	4,034	13,848
19,690	5,790	25,480	19,715	5,794	25,509
7,524	4,179	11,703	7,535	4,182	11,717
40	22	62	6,993	2,439	9,432
6,443	3,500	9,943	6,701	3,645	10,346
266	238	504	2,448	1,464	3,912
4,920	2,732	7,652	4,964	2,747	7,711
5	3	8	2,619	1,172	3,791
3,438	2,317	5,755	4,283	2,792	7,075
-	-	-	-	-	-
247,100	105,900	353,000	430,400	184,500	614,900

5. The map on the following page shows the elementary component of the public school enrollment for each community area for 1975. Generally, the community areas which have the higher ratio of elementary students to the total public enrollment are those community areas which are largely nonwhite in composition.

D. Parochial School Trends and Implications

The parochial school system in the city of Chicago constitutes a large segment of the city's total education system. In 1966, 220,600 students were enrolled in the parochial system from the city of Chicago and 572,600 were enrolled in the public school system. Thus, the parochial enrollment was 27.8 percent of the combined public and parochial enrollment. Consequently, the policies of the Catholic School Board could drastically affect the number of students which the public schools have to accommodate.

Some of the major problems confronting the parochial school system in the city of Chicago, as well as nationwide, are the increasing shortage of funds with which to operate the school system and the increase in normal operating cost. Therefore, the parochial school system is faced with finding more funds with which to carry out programs or reducing some programs in order to reduce operating costs.

The parochial school system is considered a private school system, and thus, its success in acquiring Federal funds to support the system has been limited. Whereas the public school system has been able to acquire Federal funds under various Federal programs to assist in meeting its rising costs, the parochial school system has had no such advantage. There have been some attempts on the part of the parochial school system to assist the public school in conducting some of the Federal programs. This would then allow the parochial school system to participate in the Federal funds which the public school system has been receiving. However, it appears that these attempts on the part of the parochial school system have met with only limited success.

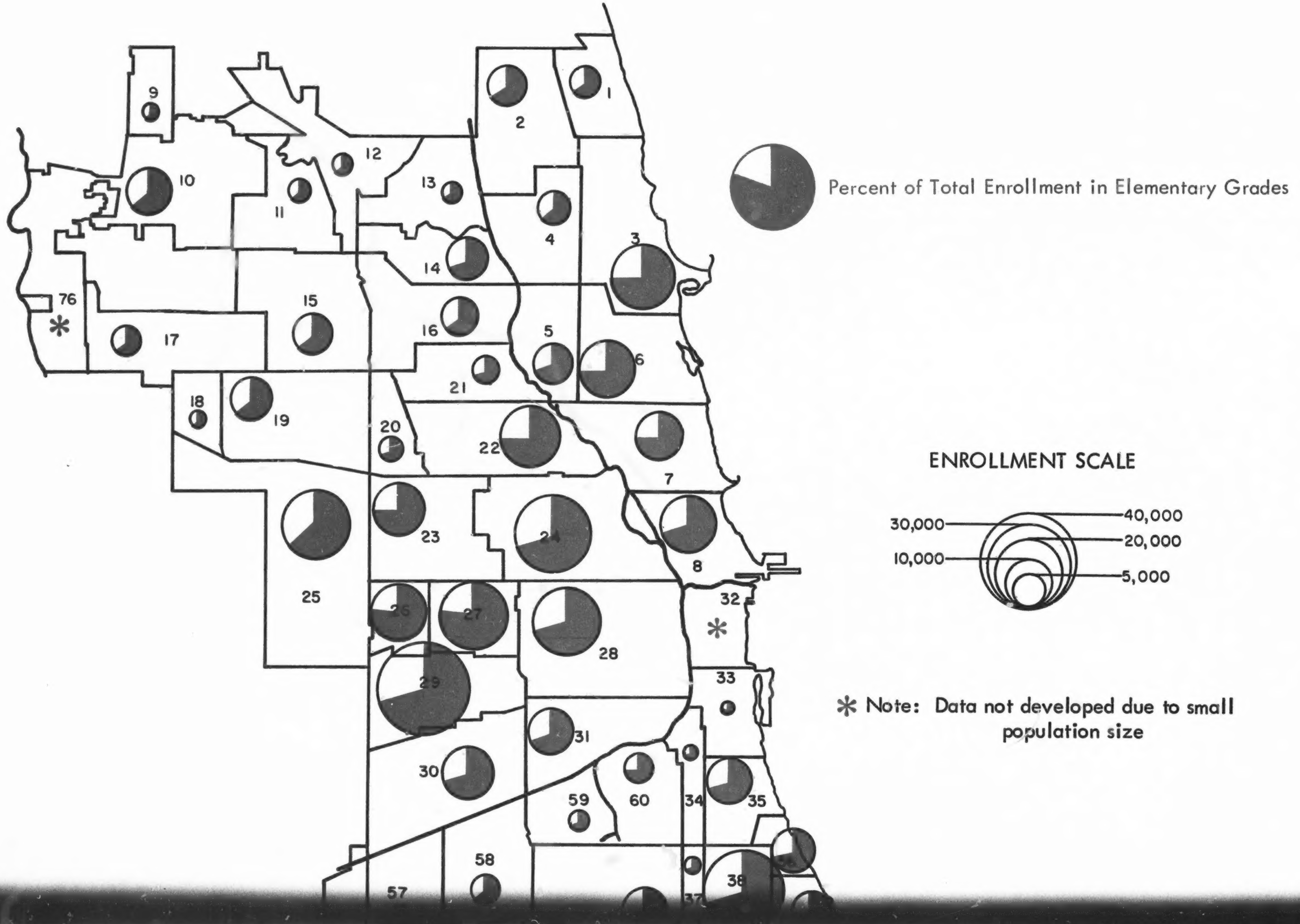
Our preliminary report presented a brief discussion of the policies which the Catholic School Board might implement in order to alleviate its financial problems. These alternatives are:

1. Decreasing the size of classes in the parochial schools;
2. Decreasing the number of grades taught in parochial schools;
3. Decreasing the number of parochial schools;
4. Increasing the amount of facilities which are shared with the public school system; and
5. Abandonment of the parochial school system as a separate entity as now constituted.

In 1967, the size of the first grade classes were reduced from 50 to 45 members, and a further reduction of the first grade class to 40 students was planned for 1968. The projections of the delineated public and parochial enrollments have already incorporated this effect. Should the Catholic School Board decide to reduce even further the size of the first grade class, then the parochial enrollment figures shown will be overstated and, consequently, the public school enrollment figures understated.

a. Thus, the alternative of reducing class sizes in parochial schools has already begun. First, it is known that this policy has been adopted, and, second, what the timing of its implementation is. However, this information is not available for the other alternative policies which the Catholic School Board may adopt in order to reduce its operating cost. It seems quite likely that additional measures will have to be taken to reduce its operating cost, but what the measures will be and what their timing will be are not known. Even so, a discussion of the other alternative policies, with estimates of the quantitative impact of each, may be helpful to the public school system in its planning activities.

PUBLIC SCHOOL ELEMENTARY ENROLLMENT BY COMMUNITY AREA, 1975


Percent of Total Enrollment in Elementary Grades
ENROLLMENT SCALE
30,000
10,000
40,000
20,000
5,000
* Note: Data not developed due to small population size
1
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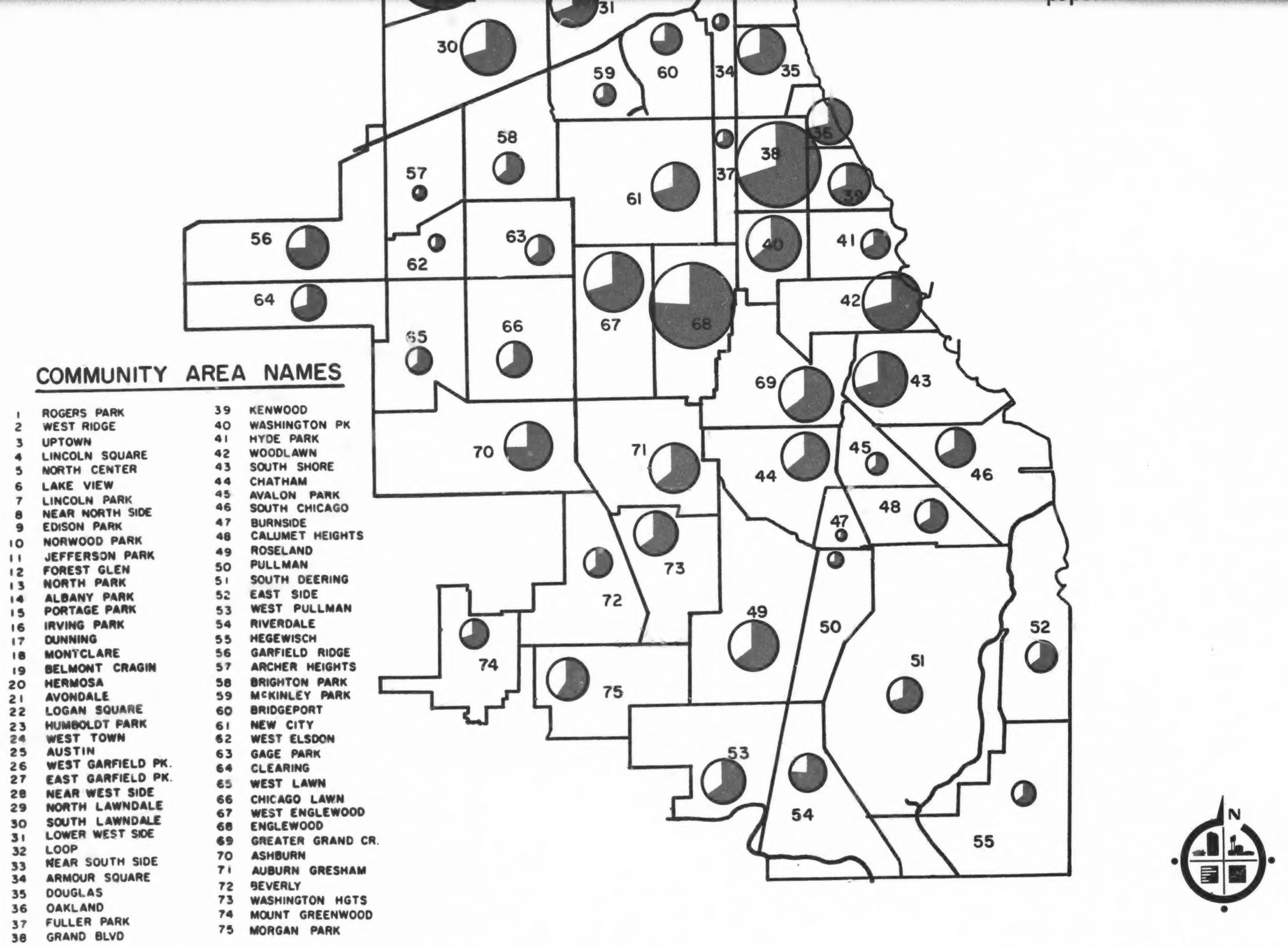

COMMUNITY AREA NAMES

1	ROGERS PARK
2	WEST RIDGE
3	UPTOWN
4	LINCOLN SQUARE
5	NORTH CENTER
6	LAKE VIEW
7	LINCOLN PARK
8	NEAR NORTH SIDE
9	EDISON PARK
10	NORWOOD PARK
11	JEFFERSON PARK
12	FOREST GLEN
13	NORTH PARK
14	ALBANY PARK
15	PORTAGE PARK
16	IRVING PARK
17	DUNNING
18	MONTCLARE
19	BELMONT CRAGIN
20	HERMOSA
21	AVONDALE
22	LOGAN SQUARE
23	HUMBOLDT PARK
24	WEST TOWN
25	AUSTIN
26	WEST GARFIELD PK.
27	EAST GARFIELD PK.
28	NEAR WEST SIDE
29	NORTH LAWNDALE
30	SOUTH LAWNDALE
31	LOWER WEST SIDE
32	LOOP
33	NEAR SOUTH SIDE
34	ARMOUR SQUARE
35	DOUGLAS
36	OAKLAND
37	FULLER PARK
38	GRAND BLVD
39	KENWOOD
40	WASHINGTON PK
41	HYDE PARK
42	WOODLAWN
43	SOUTH SHORE
44	CHATHAM
45	AVALON PARK
46	SOUTH CHICAGO
47	BURNSIDE
48	CALUMET HEIGHTS
49	ROSELAND
50	PULLMAN
51	SOUTH DEERING
52	EAST SIDE
53	WEST PULLMAN
54	RIVERDALE
55	HEGEWISCH
56	GARFIELD RIDGE
57	ARCHER HEIGHTS
58	BRIGHTON PARK
59	McKINLEY PARK
60	BRIDGEPORT
61	NEW CITY
62	WEST ELSDON
63	GAGE PARK
64	CLEARING
65	WEST LAWN
66	CHICAGO LAWN
67	WEST ENGLEWOOD
68	ENGLEWOOD
69	GREATER GRAND CR.
70	ASHBURN
71	AUBURN GRESHAM
72	BEVERLY
73	WASHINGTON HGTS
74	MOUNT GREENWOOD
75	MORGAN PARK

Map Prepared By: REAL ESTATE RESEARCH CORPORATION

The alternative policy of decreasing the number of grades taught in parochial schools has been implemented in other archdioceses around the nation, such as Louisville, Kentucky and Cincinnati, Ohio. In those archdioceses, the first grades were eliminated in the parochial school system. If such a policy were adopted in the Chicago parochial school system, the effect of this policy, based upon 1966 figures, would be a reduction in the parochial school enrollment of some 21,000 students. The impact of this, of course, is that the 21,000 additional first grade students would have to be accommodated by the public school system. In Chicago in 1966, the parochial school enrollment indicated approximately 20,000 students per grade in the elementary schools. Thus, if the parochial school system chooses to drop more than one grade, an additional 20,000 students for each grade dropped will then have to be accommodated by the public school system. The problem would be aggravated since these would have to be absorbed in just the grades dropped.

b. An extension to the alternative policy of decreasing the number of grades taught in the parochial schools is the policy of deleting entire sections of the parochial school system. For example, the parochial school system could drop its entire elementary program or its entire high school program. Should the Catholic School Board decide to drop the elementary system by the school year of 1968, the impact would be a reduction of 164,000 students enrolled in the system. If this alternative were adopted in 1969, the reduction in parochial school enrollment would be 162,000.

If, on the other hand, the parochial school system decided to drop its high school program, this decision would have the effect of reducing the parochial school enrollment by approximately 52,000 students. Thus, if a decision of this nature were made by the Catholic School Board, the resulting impact upon the public school system would be enormous.

c. Another alternative is decreasing the number of parochial schools in an effort to reduce over-all operating costs. The Catholic School Board will not make the decision as to which schools will be closed under this alternative, but will allow the parish members to make that decision.

The closing of schools by individual parishes may not have a large impact on the public school enrollment overall. However, if all of the parochial schools in a particular geographic location were closed, the impact on the public schools in that area could be significant. The probability of this alternative being adopted, and also the impact of such an action, is extremely difficult to assess. First, the timing of such a decision would be hard to predict. Second, the actual decision itself to close the various schools would probably be relegated to the individual parishes.

d. Another alternative which is available to the parochial school system is to increase the amount of facilities which are shared with the public school system. Conceptually, under this alternative the students in both systems would share common facilities with perhaps the pooling of teaching resources. The parochial school students would schedule certain periods for religious training which would be conducted by the religious teaching orders. Such an alternative is extremely flexible as to its implementation. In addition, if this policy were adopted, the implementation of the policy would probably be worked out specifically for the needs of particular geographic areas. Thus, a general quantitative assessment of the impact on enrollment or facilities is not possible at this time.

e. The alternative policy which would have the most severe impact on the public school system, if it were adopted, is the abandonment of the parochial school system as a separate entity. Included in this alternative policy would be the necessity of the archdiocese to establish catechetical schools to perform religious training. As shown in Table 19 which presents the projected school enrollments, the impact of this decision would possibly be to add as many as 201,000 additional students to the public school system in 1970 and 181,000 additional students in 1975.

VIII. INCOME ESTIMATES BY COMMUNITY AREA, 1970 AND 1975

A. General

As a further delineation of community area characteristics, we have made assessments of future economic levels in terms of median family income. The income level projections were made against a background of generally rising economic activity and incomes on both the national and local levels.

An analysis of the historical rate of income growth was made in order to develop an anticipated growth rate. The analysis considered such factors as declining unemployment, the introduction of more family members into the working force, migration, and their effects on the rate of income growth. As a result of this analysis, we concluded that the average annual growth rate of median family income for the city of Chicago would be about three percent per year to 1980.

B. Methodology

The decision that the average annual increase in the median family income in the city of Chicago would increase at three percent per year facilitated the development of a methodology of projecting the median family income for the various community areas within the city. Basically, the methodology consisted of projecting the 1960 median family incomes of the community areas as reported in the census. Three percent was used as the norm, and was applied only when all the variables which would effect the rate of income growth were considered "average" for the community area. The variables considered were:

1. Average Income Growth of the Community Area between 1950 and 1960

If the community area had experienced an average rate of income growth compared to the average rate for the city, it was generally assumed that its future income growth would continue to be approximately the same as that projected for the city as a whole. If the income growth rate of the community area had been greater than the city average, it was assumed that the future income growth rate would be greater than three percent. If, on the other hand, the income growth rate had been less than the city average, a lower than average growth rate could probably be expected in the future.

2. Age of the Community Area Population

If the age of the community population was greater than the average age of the population in the city, more people, proportionately, than the city average would be shifting into retirement and therefore to a lower fixed income. This would result in a much lower annual increase in the median family income for the community area. If, on the other hand, the community area was fairly young, it was felt that the population would benefit from the increased economic activity of the nation and of the city. Therefore, the increase in median family income would be at least equal to that of the city.

3. Community Area Median Family Income

It was felt that if a community area had a fairly low income that, in general, their annual income growth rate would be fairly low. This is because the people with very low incomes are probably experiencing income growth equivalent to the increase in living costs. At the low extreme, welfare incomes are increasing only at the rate of the cost of living. In addition, the labor force is primarily unskilled in the lower income community areas. Since the supply of unskilled labor is greater than the demand, there is more likelihood that persons competing for the jobs will be satisfied with lower rates of increase in income than those with higher income levels. Going to the other extreme of the income scale, community areas which have fairly high income levels should experience an income growth rate greater than the city average. This is primarily because the families in the higher income areas have accumulated capital and, consequently, derive income from both labor productivity and capital productivity.

4. Migration and Substitution

Estimates of migration and substitution of the population in each community area were inspected to assess further the variables which cause a higher or lower income growth rate than that projected for the city. If a community area gained or lost population over the projection period, an estimate of this effect on the community area's median family income was made. In the case of substitution within a community area, the out-migrants generally have a higher median family income than do the persons replacing them. This has the result of lowering, rather drastically, the average income growth rate for the community area. In order to make this assessment, the income level of the population remaining was assumed to be the average community area income level, and this level was projected assuming no transition. Then the anticipated income level of the in-migrants was projected. These two income levels were weighted by the anticipated percentages of each group to estimate the over-all expected annual income growth rate.

5. Unemployment Levels

The unemployment levels of the community areas were also considered in assessing the expected annual income growth rate for the various community areas. A high unemployment rate should have a tendency to raise the expected income growth rate for the community area. If the unemployment rate is high with expanded economic opportunity, more persons will enter the labor force, thus inflating the average income growth rate.

6. Character of Employment

The type of employment generally prevailing in a community area should also affect the rate of income growth for a community area. Persons in blue-collar jobs generally have their wages increased proportionately to their base wages, so that the average annual income growth rate would be fairly constant through the production period. On the other hand, for community areas which are basically white-collar but not the upper income community areas, it was felt that since the income increases are granted in so-called "standard increments" that perhaps in these communities the rate of income growth would decline gradually over the projection period.

Subjective assessments were made of all of these variables and how they might impact the average annual growth rate of the median family incomes for each community area. These assessments were made for the period 1960 to 1970, the period 1970 to 1975, and the period 1975 to 1980. These rates of increase were applied to the 1960 reported median family incomes for each community area and income levels projected for 1970, 1975, and 1980.

C. Results

Although the median family incomes for each of the community areas were projected in dollars, it is probable, because of the many variables that were considered which could affect the rate of income growth, that the actual dollar figures are not precise. One of the more difficult assessments to make involved the migration variable. The variations in this assessment could have a sizable effect on the final median family income projection. This is due to the difficulty in estimating the income levels of the in-migrants. Therefore, it was decided that a more reasonable manner to display the projections would be to provide a range of incomes within which each community area's median family income would lie for 1970, 1975, and 1980. It was also decided to break the income ranges into five income categories. The categories were arrived at by taking the maximum and minimum median family incomes as projected in dollars for each of the periods and using these as limits, dividing the range into five groups. Each community area was then placed into one of these five income categories based on the projected median family incomes in dollars. The highest income category is Category 1, whereas the lowest income category is Category 5. The results of the projection of median family incomes for 1950, 1960, 1970, 1975, and 1980 are shown in Table 24.

In order to make the projections more comparable, the ranges of each income category were converted to 1968 dollars. The deflator used was 1.5 percent per year, and was based on the observed increase in the consumer price index from 1960 to 1966. Table 25 presents the dollar ranges of each of the income categories for 1950, 1960, 1970, 1975, and 1980. The figures shown have been deflated to 1968 dollars, except the 1950 and 1960 figures which are shown in dollars for the respective years.

Table 24.

PROJECTIONS OF COMMUNITY AREA I
BY MEDIAN FAMILY INCOME CATEGORIES -

Community Area							
mber	Name	1950	1960	1970	1975	1980	Numbe
1	Rogers Park	2	3	3	3	3	40
2	West Ridge	2	2	2	2	2	41
3	Uptown	3	3	4	4	4	42
4	Lincoln Square	3	3	3	3	3	43
5	North Center	4	3	3	3	3	44
6	Lake View	3	3	3	4	4	45
7	Lincoln Park	4	4	4	4	4	46
8	Near North Side	4	4	3	3	3	47
9	Edison Park	2	2	2	2	2	48
10	Norwood Park	3	2	2	2	2	49
11	Jefferson Park	3	3	3	3	3	50
12	Forest Glen	1	1	1	1	1	51
13	North Park	2	2	2	2	2	52
14	Albany Park	3	3	3	3	3	53
15	Portage Park	3	3	3	3	3	54
16	Irving Park	3	3	3	3	3	55
17	Dunning	3	3	3	3	3	56
18	Montclare	3	3	3	3	3	57
19	Belmont Cragin	3	3	3	3	3	58
20	Hermosa	3	3	3	3	3	59
21	Avondale	3	3	3	3	3	60
22	Logan Square	3	3	4	4	4	61
23	Humboldt Park	3	3	4	4	4	62
24	West Town	4	4	4	4	4	63
25	Austin	3	3	3	4	4	64
26	West Garfield Park	3	4	4	4	4	65
27	East Garfield Park	4	5	5	5	5	66
28	Near West Side	5	5	5	5	5	67
29	North Lawndale	4	4	4	4	4	68
30	South Lawndale	4	4	4	4	4	69
31	Lower West Side	4	4	4	4	4	70
32	Loop	-	-	-	-	-	71
33	Near South Side	5	5	5	5	5	72
34	Armour Square	5	4	4	4	4	73
35	Douglas	5	5	5	4	4	74
36	Oakland	5	5	5	5	5	75
37	Fuller Park	4	5	5	5	5	76
38	Grand Boulevard	5	5	5	5	5	
39	Kenwood	4	5	4	4	4	

urces: 1950 and 1960 data from U. S. Census of Population;
Real Estate Research Corporation projections for 1970, 1975, and 1980.

AREA INCOME LEVELS
RIES - CITY OF CHICAGO

Community Area						
Number	Name	1950	1960	1970	1975	1980
40	Washington Park	5	5	4	4	4
41	Hyde Park	3	3	3	3	3
42	Woodlawn	4	5	5	5	5
43	South Shore	2	3	4	4	4
44	Chatham	2	3	3	3	3
45	Avalon Park	3	2	3	3	3
46	South Chicago	4	3	4	4	4
47	Burnside	4	3	3	3	4
48	Calumet Heights	3	2	3	3	3
49	Roseland	3	3	3	3	3
50	Pullman	3	3	4	4	4
51	South Deering	3	3	3	3	3
52	East Side	3	3	3	3	3
53	West Pullman	3	3	3	3	3
54	Riverdale	5	5	5	5	5
55	Hegewisch	4	3	3	3	3
56	Garfield Ridge	3	3	3	3	3
57	Archer Heights	3	3	3	3	3
58	Brighton Park	3	3	3	3	3
59	McKinley Park	4	3	3	3	3
60	Bridgeport	4	4	4	4	4
61	New City	4	3	4	4	4
62	West Elsdon	3	3	3	3	2
63	Gage Park	3	3	3	3	3
64	Clearing	3	3	3	3	3
65	West Lawn	3	3	3	3	3
66	Chicago Lawn	3	3	3	3	3
67	West Englewood	4	3	4	4	4
68	Englewood	4	4	4	4	4
69	Greater Grand Crossing	3	4	4	4	4
70	Ashburn	3	2	2	2	2
71	Auburn Gresham	3	3	3	3	4
72	Beverly	1	1	1	1	1
73	Washington Heights	3	2	3	3	3
74	Mount Greenwood	3	2	2	2	2
75	Morgan Park	3	3	3	3	3
76	O'Hare	-	-	-	-	-

Table 25. DOLLAR RANGES, MEDIAN FAMILY INCOME CATEGORIES

Income Category	1950[1]	1960[2]	1970[3]	1975[3]	1980[3]
1	$5,990-$6,950	$9,800-$11,440	$13,100-$15,400	$14,400-$17,000	$15,300-$18,100
2	$5,030-$5,990	$8,170-$9,800	$10,800-$13,100	$11,800-$14,400	$12,500-$15,300
3	$4,080-$5,030	$6,530-$8,170	$ 8,400-$10,800	$ 9,100-$11,800	$ 9,700-$12,500
4	$3,120-$4,080	$4,900-$6,530	$ 6,100-$ 8,400	$ 6,500-$ 9,100	$ 6,900-$ 9,700
5	$2,170-$3,120	$3,260-$4,900	$ 3,800-$ 6,100	$ 3,900-$ 6,500	$ 4,000-$ 6,900

The income category of each community area is shown on the maps on the following pages for 1960 and 1970. It can be seen that most of the community areas which are projected to experience significant racial transition by 1975 (see map on Page VI-10A) are also projected to change to lower income categories by 1975.

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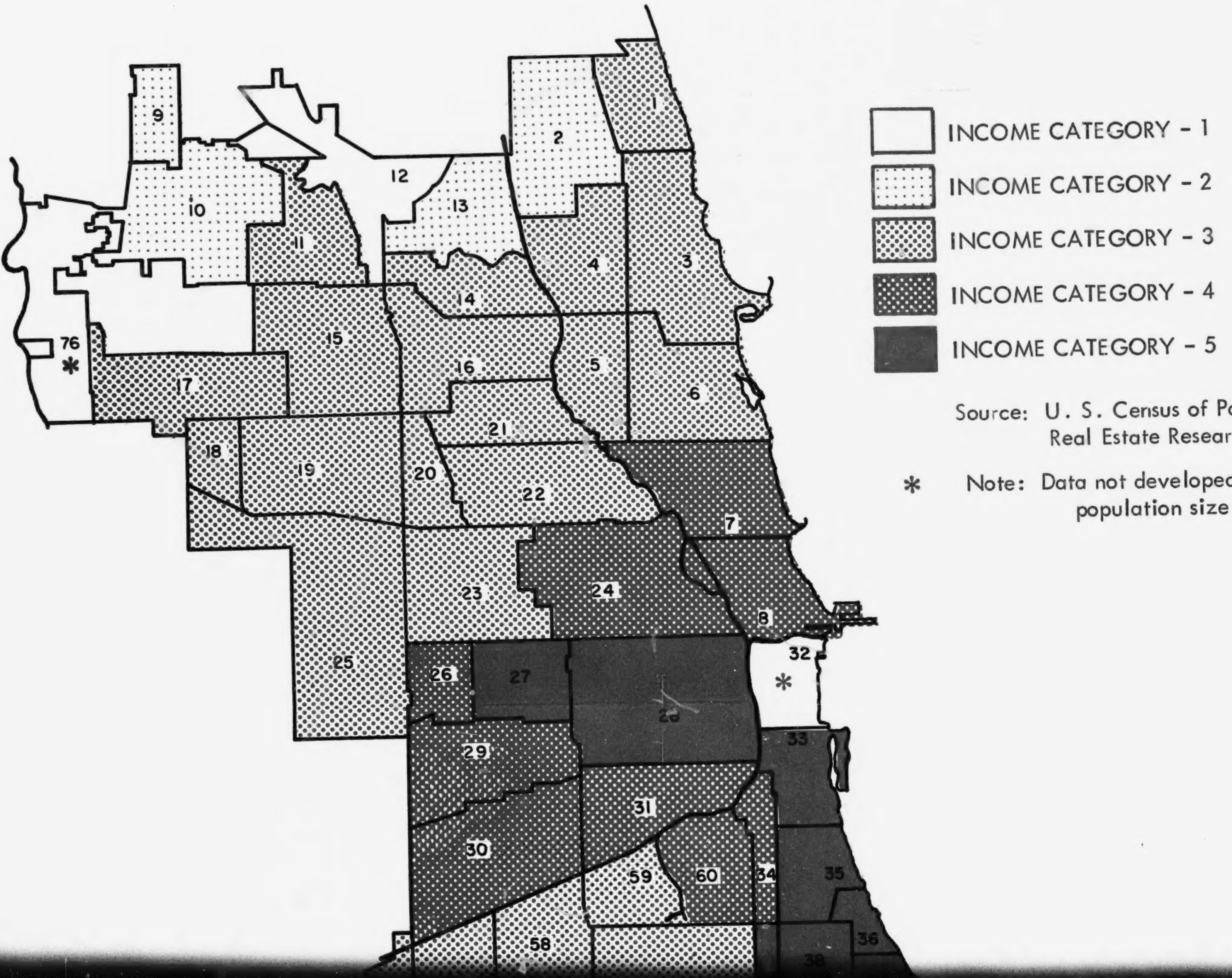
[1] Local Community Fact Book - 1950 (1950 dollars).

[2] Local Community Fact Book - 1960 (1960 dollars).

[3] Real Estate Research Corporation (converted to 1968 dollars).

COMMUNITY AREA INCOME LEVELS BY MEDIAN FAMILY INCOME CATEGORIES-1960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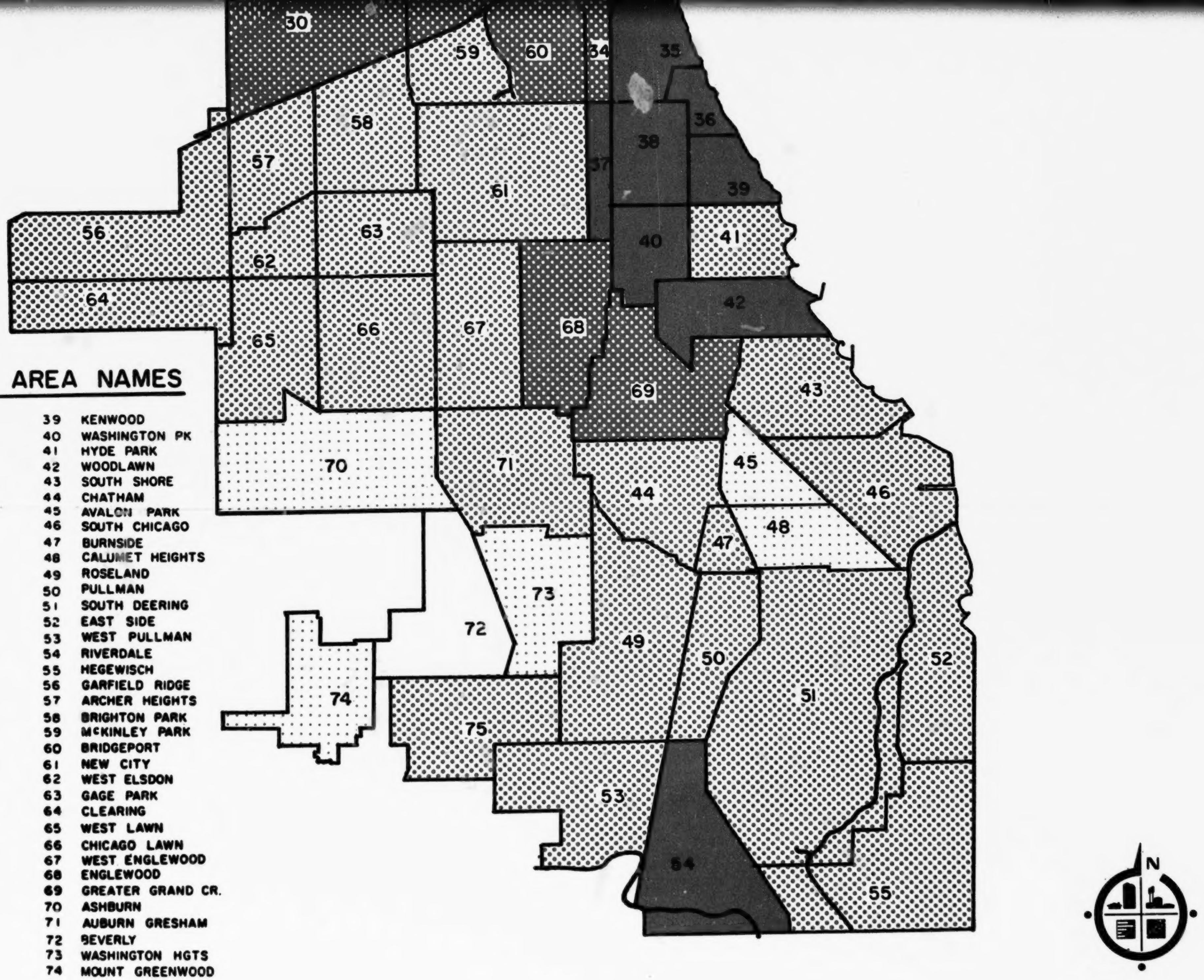
Source: U. S. Census of Population,
Real Estate Research Corporation

* Note: Data not developed due to small population size

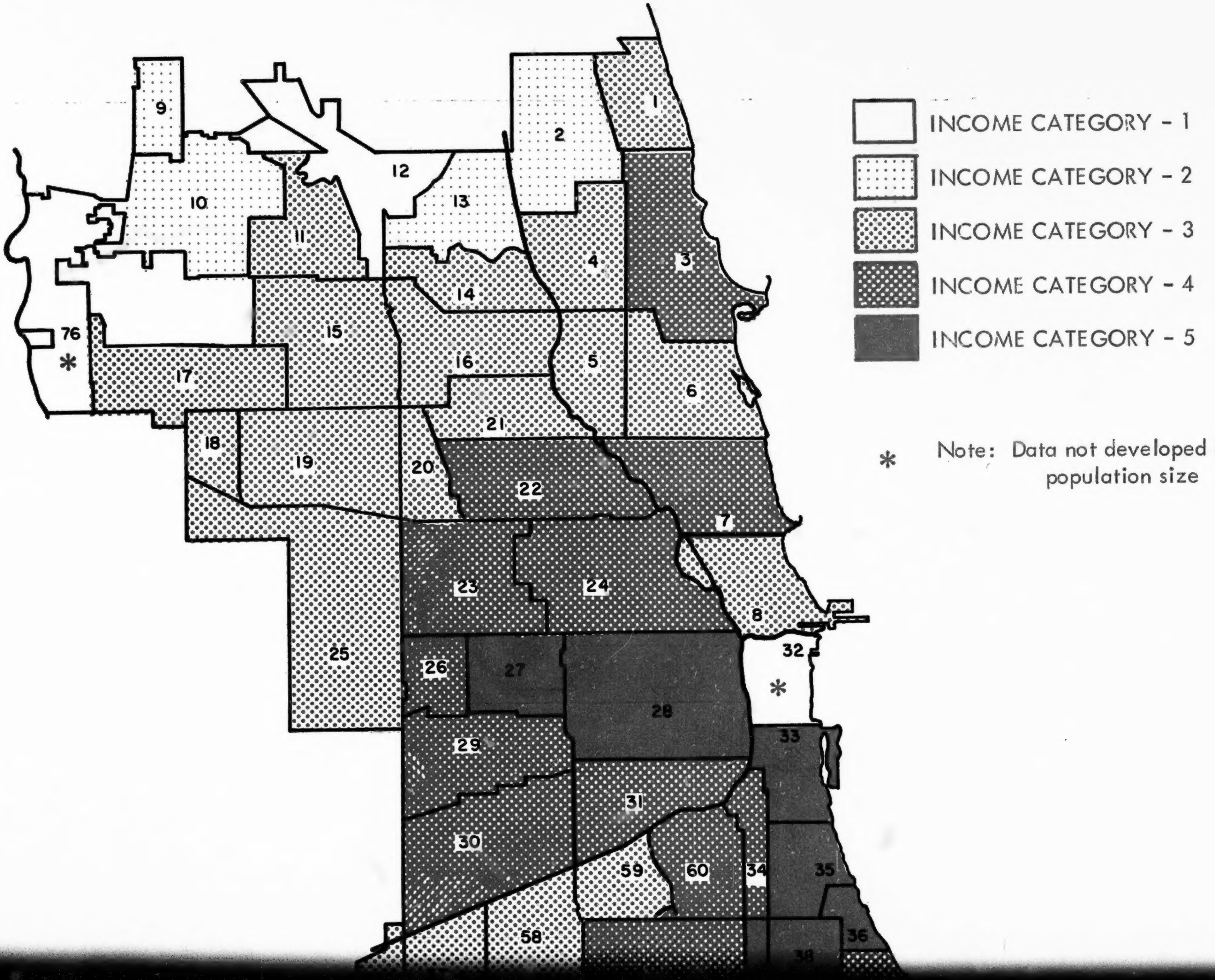


COMMUNITY AREA NAMES

1	ROGERS PARK	39	KENWOOD
2	WEST RIDGE	40	WASHINGTON PK
3	UPTOWN	41	HYDE PARK
4	LINCOLN SQUARE	42	WOODLAWN
5	NORTH CENTER	43	SOUTH SHORE
6	LAKE VIEW	44	CHATHAM
7	LINCOLN PARK	45	AVALON PARK
8	NEAR NORTH SIDE	46	SOUTH CHICAGO
9	EDISON PARK	47	BURNSIDE
10	NORWOOD PARK	48	CALUMET HEIGHTS
11	JEFFERSON PARK	49	ROSELAND
12	FOREST GLEN	50	PULLMAN
13	NORTH PARK	51	SOUTH DEERING
14	ALBANY PARK	52	EAST SIDE
15	PORTAGE PARK	53	WEST PULLMAN
16	IRVING PARK	54	RIVERDALE
17	DUNNING	55	HEGEWISCH
18	MONTCLARE	56	GARFIELD RIDGE
19	BELMONT CRAGIN	57	ARCHER HEIGHTS
20	HERMOSA	58	BRIGHTON PARK
21	AVONDALE	59	McKINLEY PARK
22	LOGAN SQUARE	60	BRIDGEPORT
23	HUMBOLDT PARK	61	NEW CITY
24	WEST TOWN	62	WEST ELSDON
25	AUSTIN	63	GAGE PARK
26	WEST GARFIELD PK.	64	CLEARING
27	EAST GARFIELD PK.	65	WEST LAWN
28	NEAR WEST SIDE	66	CHICAGO LAWN
29	NORTH LAWNDALE	67	WEST ENGLEWOOD
30	SOUTH LAWNDALE	68	ENGLEWOOD
31	LOWER WEST SIDE	69	GREATER GRAND CR.
32	LOOP	70	ASHBURN
33	NEAR SOUTH SIDE	71	AUBURN GRESHAM
34	ARMOUR SQUARE	72	BEVERLY
35	DOUGLAS	73	WASHINGTON HGTS
36	OAKLAND	74	MOUNT GREENWOOD
37	FULLER PARK	75	MORGAN PARK
38	GRAND BLVD		

Map Prepared By: REAL ESTATE RESEARCH CORPORATION

COMMUNITY AREA INCOME LEVELS BY MEDIAN FAMILY INCOME CATEGORIES–1970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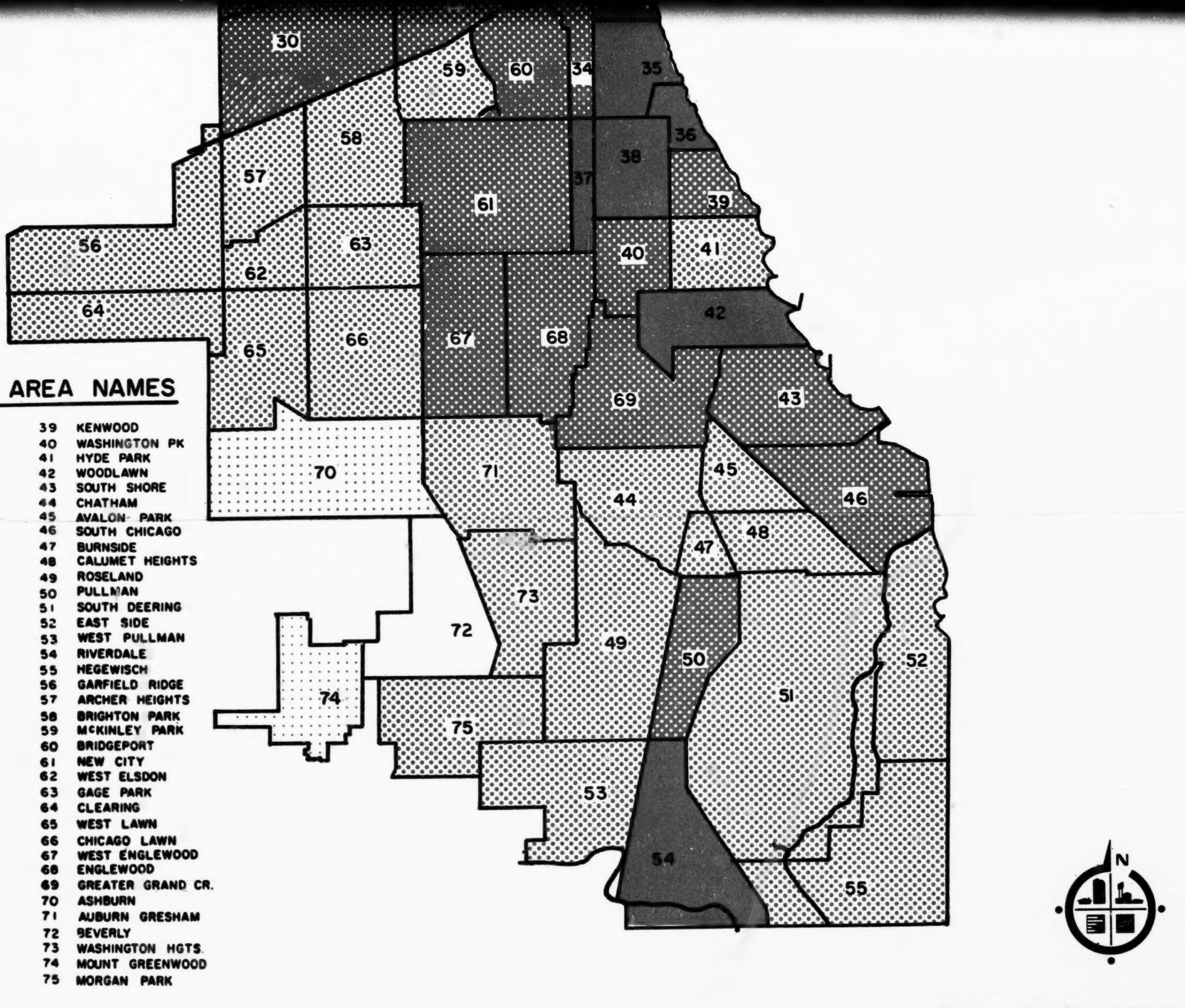
* Note: Data not developed due to small population size



COMMUNITY AREA NAMES

1	ROGERS PARK
2	WEST RIDGE
3	UPTOWN
4	LINCOLN SQUARE
5	NORTH CENTER
6	LAKE VIEW
7	LINCOLN PARK
8	NEAR NORTH SIDE
9	EDISON PARK
10	NORWOOD PARK
11	JEFFERSON PARK
12	FOREST GLEN
13	NORTH PARK
14	ALBANY PARK
15	PORTAGE PARK
16	IRVING PARK
17	DUNNING
18	MONTCLARE
19	BELMONT CRAGIN
20	HERMOSA
21	AVONDALE
22	LOGAN SQUARE
23	HUMBOLDT PARK
24	WEST TOWN
25	AUSTIN
26	WEST GARFIELD PK.
27	EAST GARFIELD PK.
28	NEAR WEST SIDE
29	NORTH LAWNDALE
30	SOUTH LAWNDALE
31	LOWER WEST SIDE
32	LOOP
33	NEAR SOUTH SIDE
34	ARMOUR SQUARE
35	DOUGLAS
36	OAKLAND
37	FULLER PARK
38	GRAND BLVD
39	KENWOOD
40	WASHINGTON PK
41	HYDE PARK
42	WOODLAWN
43	SOUTH SHORE
44	CHATHAM
45	AVALON PARK
46	SOUTH CHICAGO
47	BURNSIDE
48	CALUMET HEIGHTS
49	ROSELAND
50	PULLMAN
51	SOUTH DEERING
52	EAST SIDE
53	WEST PULLMAN
54	RIVERDALE
55	HEGEWISCH
56	GARFIELD RIDGE
57	ARCHER HEIGHTS
58	BRIGHTON PARK
59	McKINLEY PARK
60	BRIDGEPORT
61	NEW CITY
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63	GAGE PARK
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67	WEST ENGLEWOOD
68	ENGLEWOOD
69	GREATER GRAND CR.
70	ASHBURN
71	AUBURN GRESHAM
72	BEVERLY
73	WASHINGTON HGTS.
74	MOUNT GREENWOOD
75	MORGAN PARK

Map Prepared By: REAL ESTATE RESEARCH CORPORATION

IX. POPULATION PROJECTIONS, 1980

A. Total Population Projection, 1980

In Chapter IV, we have reviewed the preliminary population projections for 1970 and 1975. These projections were developed through the application of the cohort-survival technique, and adjusted after a more detailed examination of land-use, housing construction and demolition activity, and other variables in our subarea analysis. The methodology and conclusions of these subarea analyses, and the reasons for the upward adjustments of the original projections, are set forth in some detail earlier in this report.

However, there is an excessive amount of uncertainty involved in making population and enrollment projections for small areas as far into the future as 1980. As a result, without such a subarea analysis for 1980, the original 1980 projections have not been subjected to the same kind of scrutiny as the 1970 and 1975 population figures. The adjustment of the 1980 population figures, then, must be accomplished through a brief analysis of the trends through 1975, how these trends affected the original population estimates, and how these findings can be related to the 1980 projections.

Essentially, the 1970 and 1975 population projections required upward adjustment because (1) the migration estimates and projections were based upon school enrollments, (2) the enrollment figures tend to understate the net in-migration because of the disproportionate number of individuals and childless families moving into the city. Although we have not undertaken a detailed analysis to support our judgments, it is very likely that the original 1980 projections have understated the city of Chicago population by roughly the same percentage as the 1970 and 1975 projections.

The 1980 population projection for the city of Chicago, adjusted from the original for the above reasons, is 3,487,000.

B. Racial Breakdown of Population, 1980

In our preliminary report, we stated that nonwhite migration might possibly extend beyond the city limits by 1980. However, the natural increase and migration inputs to our initial population estimates were based on the assumption that virtually all of the nonwhite transition presently taking place in the city would remain within the city's boundaries. Therefore, it is necessary at this point to reconcile these two factors.

Projections of Population and School Enrollments

1. Transition Beyond the City Limits, 1975-1980

As a result of our further nonwhite transition analysis, we have concluded that the intensive transition of nonwhites will have passed beyond the city limits in only one area by 1980. The westward expansion of Negroes through the Austin community area has now reached Laramie Avenue, and is continuing on toward the suburb of Oak Park. This transition will probably be reaching the city limits by the year 1971 or 1972, and the magnitude of the transition beyond the city limits will become rather heavy by no later than 1975.

Between 1970 and 1975, we estimate that roughly 2,000 nonwhite households will move into Oak Park. Between 1975 and 1980, approximately 4,000 additional nonwhite households will move beyond the city limits in this area.

There are several other areas where transition could conceivably cross the city's boundaries. However, we believe that the probabilities are quite small. The following are the potential"cross-over" areas, with a brief description of why we feel that the racial transition will not cross the city limits by 1980.

a. Cicero

The nonwhite transition reached this boundary prior to 1960, but has not passed beyond. There are several factors for the maintenance of Cicero as virtually an all-white community. First, Western Electric and other industries form a sizable physical barrier at the boundary. Second, there has been recurring evidence of organized resistance in the suburban community, especially among some ethnic groups. Third, the abundance of industrial employment provides continuing support to the housing market for families wanting convenient access to their place of work. Therefore, Cicero is very likely to remain virtually all white through 1980.

b. Morgan Park

Nonwhites had been residing near and even across the city limits in the neighborhood of 119th Street and Vincennes Avenue and north since 1950. The area was relatively dormant for over a decade, but in the early 1960's some transition began occurring south from 115th in the West Pullman community area, and northeast from 111th and the Pennsylvania Railroad tracks.

Much of the movement south from 115th Steet has been into new housing. However, the movement has been stopped by the industrial area at 119th from Halsted Street to Ashland Avenue. This front has not moved at all since 1965, and should stay stationary for quite a few years.

c. 103rd and Halsted Streets - 89th Street and Ashland Avenue

At the present time, there are two transition fronts moving southward toward the Morgan Park area described above. One started at 99th Street (between State Street and Vincennes Avenue) in 1965 after several years delay. Since 1965, the transition has crossed 103rd Street and is rapidly "filling in" the area between 99th and 103rd streets. However, because of the racial composition of the high schools in the area, the neighborhoods south of 103rd Street will probably undergo transition at a much slower rate than those to the north, at least for the next several years.

The second front, moving south between Racine and Ashland avenues, is moving very rapidly and probably will be "joining up" with the 103rd and Halsted streets and the Morgan Park nonwhite areas by the early 1970's.

It is conceivable that these transition fronts, when combined in the 1970's, could present enough housing demand to push across the southern boundary of the city. However, this is highly unlikely for two reasons:

1) There are several census tracts with large numbers of relatively expensive houses. The existence of these houses, with the attendant difficulties of obtaining financing, will slow down the demand.

2) Ashland Avenue, which has served as a barrier to nonwhite transition for several years, will probably not hold out beyond 1970. The dissolution of this barrier will relieve a considerable amount of pressure from the southward transition movement.

d. Beverly

The southward movement of nonwhites described above will probably reach 95th Street and Ashland Avenue by the early 1970's. From that point, a one-mile front of nonwhite residential area will only be one mile from the city limits of Chicago-Oak Lawn.

Also, when the nonwhite transition crosses Ashland Avenue north of 87th Street, it will be less than a mile from that same boundary. However, there are two major reasons why these transition patterns will probably not reach the city limits before 1980.

1) The large industrial area from 83rd to 89th streets just west of the Baltimore and Ohio Railroad tracks, and the tracks themselves south of 89th Street,form a strong barrier to nonwhite transition.

2) Census tract 915 lies in the path of both of these transition movements. This census tract consists of 95 percent owner-occupied units with a median value of well over $25,000 in 1960. This area will attract some higher income Negroes, but will almost certainly not undergo a short-term intensive transition.

In conclusion, therefore, it is our opinion that nonwhite population growth in the city of Chicago will not be significantly affected by intensive transition of nonwhites into suburban communities during the projection period. This conclusion is based upon the assumptions set forth in this section of the report, in addition to the general assumptions set forth earlier regarding nonwhite transition patterns.

2. Adjustment of Original 1980 Projections

The detailed analysis of racial transition by subarea for 1970 and 1975 independently yielded upward adjustments of the nonwhite population roughly equal in proportion to the adjustment of the total population. Again, as with total population, we have not undertaken an over-all subarea analysis of nonwhite transition through 1980. However, in order to determine the transition of nonwhites beyond the city boundaries, we have analyzed racial transition barriers and potential residential movements of nonwhite families currently residing near the city limits.

Our estimate of transition beyond the city boundaries would total roughly 6,000 families in addition to the small annual out-migration of nonwhite families currently taking place. In the Austin-Oak Park area, where virtually all of this out-transition of nonwhites will take place, the average household size is 3.5. Thus, this out-transition could result in a subtraction of 21,000 nonwhite persons from the 1980 projected total. As a result, the final projection of nonwhite population in 1980 for the city of Chicago is 1,548,000.

X. POPULATION AND ENROLLMENT PROJECTIONS FOR SPECIAL AREAS

As a supplement to the over-all nonwhite projections, the Board of Education staff has requested that we undertake micro-analyses of the nonwhite population and enrollment trends in various high school districts through 1970. Originally, the staff requested detailed analyses of the Austin, Harper, and South Shore districts. These analyses were carried out and reported in detail in the preliminary report. At a later date, the staff requested additional analyses of nine other high school districts; namely, Fenger, Harlan, Harrison, Lake View, Morgan Park, Tilden, Tuley, Waller, and Wells. These and the original three districts are outlined in the accompanying map.

The analyses of these additional high schools has been carried out in less detail than the original three, covering only the relevant population trends without enrollment.

The remainder of this section of the report is devoted to a review of the earlier projections made for the Austin, Harper, and South Shore districts and a brief statement on the population trends in the other nine districts.

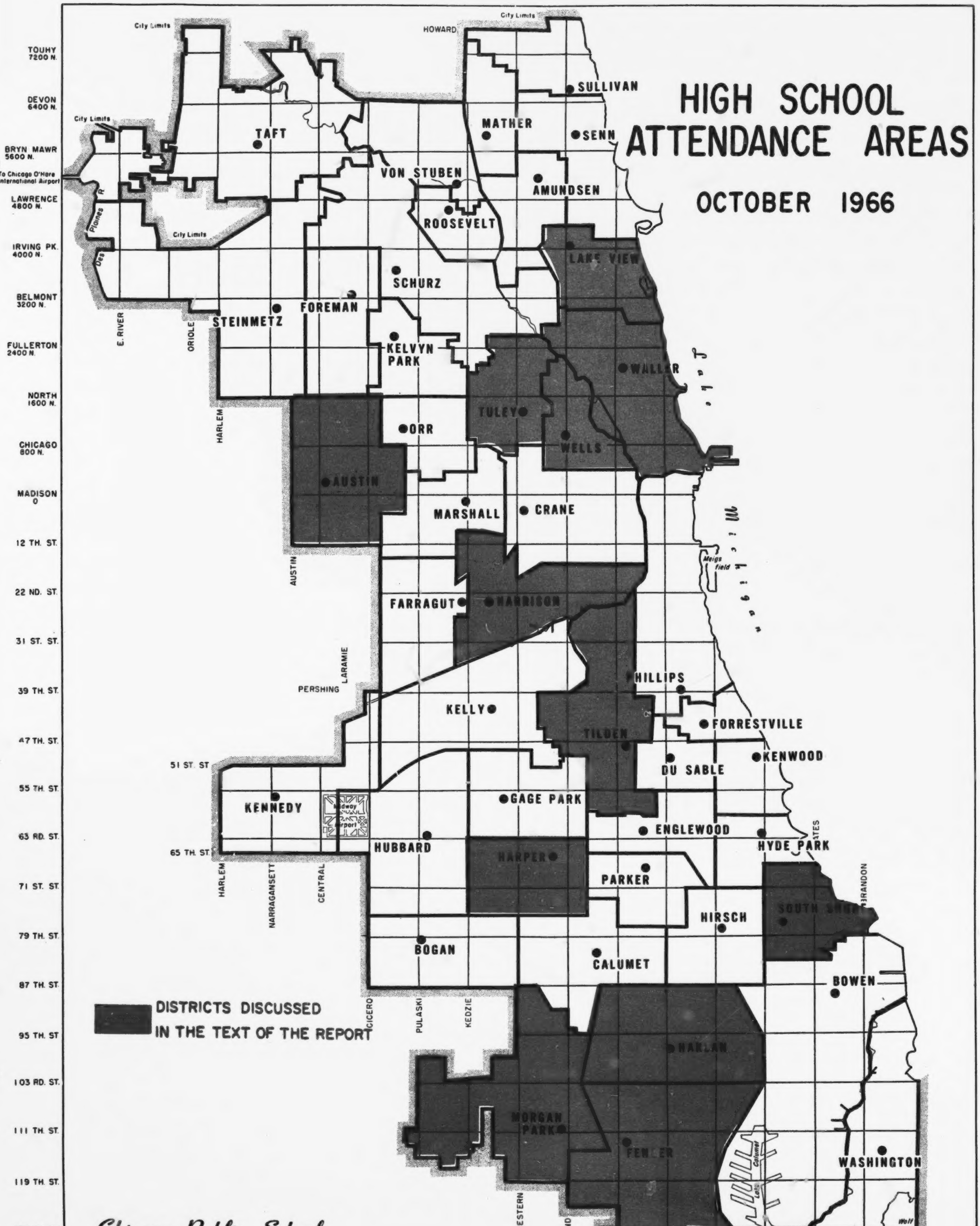
A. Austin High School District

The Austin High School District has become the focus of Negro transition in the western section of the city. Movement in this area has been quite intensive because of the barriers to the movement which exist in South Lawndale, Cicero, and Humboldt Park.

It appears that both the intensity and concentration of this westward movement will generally continue through at least 1970 and almost certainly beyond 1970. The population characteristics in the area seem to indicate a continuation of the concentrated movement directly west into Austin with a slight shift to the south in the immediate future.

Our block statistics show an annual block transition rate of 36 in the west over the past three years, with 29 of these occurring within the concentrated transition area almost totally within the Austin High School District. We predict that the total rate will continue at the same level and that roughly 25 to 30 of these annually changing blocks will be located within the Austin High School District. As a result, the area east of Laramie Avenue between Lake Street and the Baltimore and Ohio Railroad tracks will be virtually 100 percent Negro by 1970. Virtually all of the blocks between Laramie and Central avenues south of Lake Street will be over 25 percent Negro, but the total Negro residence in that area will probably not exceed 60 percent.

Based on the above population analysis, we estimate that the enrollment for 1970 in Austin High School will be as follows:



HIGH SCHOOL ATTENDANCE AREAS

OCTOBER 1966

▨ DISTRICTS DISCUSSED IN THE TEXT OF THE REPORT

Chicago Public Schools
SQUARE MILE MAP OF CHICAGO
and
HIGH SCHOOL ATTENDANCE AREAS
PREPARED SEPT. 1966
Bureau of School Planning

TOUHY 7200 N.
DEVON 6400 N.
BRYN MAWR 5600 N.
To Chicago O'Hare International Airport
LAWRENCE 4800 N.
IRVING PK. 4000 N.
BELMONT 3200 N.
FULLERTON 2400 N.
NORTH 1600 N.
CHICAGO 800 N.
MADISON 0
12 TH. ST.
22 ND. ST.
31 ST. ST.
39 TH. ST.
47 TH. ST.
55 TH. ST.
63 RD. ST.
71 ST. ST.
79 TH. ST.
87 TH. ST.
95 TH. ST
103 RD. ST.
111 TH. ST.
119 TH. ST.
127 TH. ST.
138 TH. ST.
City Limits
HOWARD
City Limits
City Limits
City Limits
Des Plaines R
TAFT
SULLIVAN
MATHER
SENN
VON STUBEN
AMUNDSEN
ROOSEVELT
LAKE VIEW
SCHURZ
FOREMAN
STEINMETZ
KELVYN PARK
WALLER
TULEY
ORR
WELLS
AUSTIN
MARSHALL
CRANE
FARRAGUT
HARRISON
PHILLIPS
KELLY
FORRESTVILLE
TILDEN
KENWOOD
DU SABLE
KENNEDY
Midway Airport
GAGE PARK
ENGLEWOOD
HUBBARD
HYDE PARK
HARPER
PARKER
SOUTH SHORE
HIRSCH
BOGAN
CALUMET
BOWEN
HARLAN
MORGAN PARK
FENGER
WASHINGTON
CARVER
Lake Michigan
Meigs field
Lake Calumet
Wolf Lake
E. RIVER
ORIOLE
HARLEM
AUSTIN
LARAMIE
PERSHING
51 ST. ST
65 TH. ST
HARLEM
NARRAGANSETT
CENTRAL
CICERO
PULASKI
KEDZIE
WESTERN
ASHLAND
HALSTED
STATES
BRANDON
City Limits
SCALE IN THOUSAND FEET
STATE 0

Table 26. PROJECTED ENROLLMENT BY RACE THROUGH 1970 - AUSTIN HIGH SCHOOL

Year	White	Negro	Other	Total
1966	2,092	727	23	2,842
1967	1,794	1,189	89	3,072
1968	1,450	1,600	140	3,190
1969	1,120	1,930	170	3,220
1970	800	2,130	210	3,140

Sources: Board of Education; Real Estate Research Corporation.

B. Harper High School District

Rapid racial transition has also been taking place in the eastern section of the Harper district. However, the major difference from Austin is that in the Harper district the primary thrust of the movement is southward, away from the remainder of the district. In the earlier report, we stated that Ashland Avenue would probably remain a barrier to nonwhite transition through 1970. However, further analysis has indicated that some transition may occur west of Ashland Avenue prior to 1970. Even so, this transition will most likely not occur within the Harper High School District. Therefore, the only racial change in the Harper High School District in the next three years will be the continuing change, or "filling up," of the 80 blocks east of Ashland Avenue.

This change in our projection concerning the direction of the Negro transition will not effect the enrollment projections for Harper High School through 1970. However, it is likely that the school will become almost completely nonwhite by 1975. The following table sets forth the enrollment projections through 1970.

Table 27. PROJECTED ENROLLMENT BY RACE THROUGH 1970 - HARPER HIGH SCHOOL

Year	White	Negro	Other	Total
1966	1,073	824	11	1,908
1967	892	982	23	1,897
1968	800	1,050	35	1,885
1969	750	1,080	40	1,870
1970	700	1,100	40	1,840

Sources: Board of Education; Real Estate Research Corporation.

C. South Shore High School District

The recent movement of Negroes in the Southeast area of the city is uniquely dispersed. On a large scale, middle-income Negroes are moving into neighborhoods which have a high percentage of owner-occupied units in good and excellent condition.

The demand for housing in the next three years by Negro families in the Southeast area could easily be met by the housing supply in 200 integrated blocks in this area. However, this will probably not be the case since the dispersion pattern should continue at least as far east as Yates Avenue south of 79th Street. North of 79th Street, the pattern of Negro dispersion will probably extend all the way to Lake Michigan. The area east of Yates Avenue south of 79th Street should remain virtually all white, at least through 1970. However, since this area accounts for only a small corner of the South Shore High School District, the major part of the district will be mixed white and Negro by 1970. The blocks which are already integrated (which include most of the blocks in the district which lie west of Yates Avenue) will be predominantly Negro by that time.

The dispersed transition of Negroes has resulted in a significant racial transition in the high school enrollment during the past three years. However, as has been the case in Hyde Park High School and others which have undergone racial transition, the enrollment transition should slow down as many remaining white students stay in the school until graduation.

The resulting enrollment projections for the South Shore High School are as follows:

Table 28. PROJECTED ENROLLMENT BY RACE THROUGH 1970 - SOUTH SHORE HIGH SCHOOL

Year	White	Negro	Other	Total
1966	1,348	934	39	2,321
1967	895	1,245	43	2,183
1968	650	1,615	50	2,315
1969	550	1,825	60	2,435
1970	500	2,010	70	2,580

Sources: Board of Education; Real Estate Research Corporation.

D. Fenger High School District

The Fenger High School District is located roughly between Lake Calumet and the Pennsylvania Railroad tracks from 103rd Street south to the city limits. Negro families have recently moved into the area from the north and the east. The movement of Negroes into the area from the east has resulted from the expansion of the long-established Negro area just west of the Pennsylvania Railroad tracks between 107th and 115th streets. Expansion from this ghetto area has taken place between 107th and 111th streets east toward Halsted Street and south of 115th Street in newly constructed housing between Ashland Avenue and Halsted Street.

Negroes are also entering the district from the north, as the intensive transition from Chatham and the northern sections of Roseland have gradually crossed 103rd Street between Cottage Grove and Vincennes avenues. The area north of 103rd Street, which lies within the Fenger High School District, is filling up very rapidly, partially as a result of the predominantly Negro enrollment in Fenger High School. This intensive transition north of 103rd Street has caused a corresponding decrease in the rate of transition south of 103rd Street. However, Negro families are beginning to move into the Fenger district in large numbers, as reflected by the following figures.

The Fenger High School District consists of the entire community area of West Pullman, the southern half of the Roseland community area, and portions of the Washington Heights and Morgan Park community areas. By 1970, we project that the nonwhite population of Roseland will be 27,000. An estimated 3,000 of this will be within the Fenger district. By 1975, an additional 17,000 nonwhites will reside within Roseland, and all of this addition will be within the Fenger High School District. An additional 4,500 or so nonwhites will reside within the Washington Heights and Morgan Park sections of the district by 1970. Finally, the nonwhite projections for West Pullman, the southernmost community area in the district, show 5,000 nonwhite residents by 1970 and 7,000 by 1975. These figures indicate that the population of the Fenger district will be roughly 15 percent nonwhite by 1970 and between 35 and 40 percent by 1975.

E. Harlan High School District

In 1966, the enrollment at Harlan High School was 96.2 percent Negro, in spite of the existence of several predominantly white census tracts in the district. In fact, this predominantly Negro enrollment was cited by one realtor as the major reason for the rapid nonwhite transition between 99th and 103rd streets.

Our projections indicate that the entire Harlan High School District will be virtually all nonwhite by 1970, with the exception of the Burnside community area. The Burnside community area is located between 87th and 95th streets, between Dauphin Avenue and the New York Central Railroad tracks. We have projected that this area will undergo transition between 1970 and 1975, reaching virtually 100 percent nonwhite residence by 1975.

F. Morgan Park High School District

The major concentration of nonwhites in the Morgan Park district has been the long-established Negro area between 107th and 115th streets west of the Pennsylvania Railroad tracks. According to our projections, this will remain as the only substantial concentration of Negro residences in the district through 1975. At the present time, nonwhite households are moving southward along the east side of Ashland Avenue as far south as 89th Street. By 1970, the area east of Ashland Avenue south to 95th Street will be predominantly nonwhite. Some of this transition will spill over into the Beverly community area, and therefore into the Morgan Park district. However, the major thrust of the nonwhite transition pattern in this area of the city will be south-southeast toward Roseland and West Pullman.

By 1975, according to our projections, the Beverly community area will still be less than five percent nonwhite. The Morgan Park community area, which contained roughly 11,600 nonwhite residents in 1960, will have increased to only 19,500 nonwhite residents in 1975. In all, the Morgan Park High School District will probably be slightly less than 30 percent nonwhite by 1975.

G. Wells High School District

The Wells High School District has no major Negro concentrations at the present time. Our projections indicate that the Humboldt Park community area, within which the district lies, will have experienced very little nonwhite growth through 1970. These projections show that the 1960 estimated nonwhite population of 3,750 will have increased to 6,500 by 1970. By 1975, the nonwhite population will have reached approximately 16,000, almost all of which will have occurred within the Wells district boundaries. This figure amounts to roughly 25 percent of the population of the district.

The Puerto Rican population is also expanding rapidly within the high school district. However, we feel that the Board of Education staff is better equipped to project the impact of this Puerto Rican transition upon the Wells High School District.

H. Waller High School District

The Waller High School District compares roughly with the boundaries of the Lincoln Park and Near North Side community areas. The major concentration of nonwhite residences in this area lies between Wells and Halsted streets, between Chicago and North avenues. This concentration will be spreading outward slightly through the district, but the existing Negro residential areas will probably experience some lessening of density.

As a result of these trends, the total nonwhite growth in the district will not be very sizable. Our projections indicate that the 1960 nonwhite population of roughly 34,500 will increase to approximately 43,000 by 1970 and 45,000 by 1975. This latter figure represents roughly 30 percent of the district's total population, as compared to just over 20 percent in 1960.

I. Tuley High School District

There are no significant concentrations of Negro residences in the Tuley district at the present time. Our projections indicate that this situation is likely to continue through 1970, with little change projected through 1975.

The major item of concern in the Tuley district is the rapid transition of Puerto Ricans through the area. However, again we feel that the Board of Education staff has superior information concerning these trends.

J. Lake View High School District

The Lake View High School District roughly follows the boundaries of the North Center and Lake View community areas. Our projections indicate that these community areas will remain predominantly white in their racial composition through 1975. Our 1975 estimate for these two community areas is a nonwhite population of roughly 6,500, or only four percent of the total population of the two community areas.

Our analysis has indicated that there will be no major Negro transition into the two community areas through 1975. However, there is a significant number of nonwhites other than Negroes who reside in the area. Since our analysis has not dealt separately with these groups, it is difficult for us to project future population trends. However, it does not seem that the Lake View district will be experiencing any major racial transition through the projection period.

K. Tilden High School District

The Tilden High School District contains the predominantly white community areas of Bridgeport and New City, in addition to portions of the Armour Square and Englewood communities. The portions of the district which lie in Armour Square are predominantly nonwhite. However, the nonwhite population in these sections has been situated there since 1950, and shows no signs of crossing over Stewart Avenue and the Pennsylvania Railroad tracks.

The nonwhite sections of the district which lie south of 55th Street are currently undergoing nonwhite transition. This transition is occurring from 55th to 59th streets from Lowe Avenue west to Racine Avenue. This transition will account for most of the nonwhite growth in the Tilden area through 1975. Our projections indicate that this growth, which is occurring mostly within the New City community area, will amount to roughly 1,500 additional nonwhite population by 1970 and 8,000 by 1975. Even so, these increases amount to slighly less than ten percent of the area's total population.

L. Harrison High School District

The Harrison High School District is essentially composed of two distinct areas; a predominantly nonwhite area north of 16th Street and the Chicago, Burlington and Quincy Railroad tracks and a predominantly white area south of these two barriers. Our analysis of nonwhite transition has indicated that the situation will likely remain relatively constant through 1975. A slight amount of nonwhite transition is taking place south of 15th Street between Wallace Street and Racine Avenue, but such transition should remain relatively unimportant through the projection period.

XI. FINAL CONSIDERATIONS

The Board of Education has attached a great degree of importance to the enrollment projections developed in this assignment, and the long-range program recommendations (developed by Dr. Donald Leu and Associates) which are partially based on these projections. Real Estate Research Corporation appreciates the opportunity to have performed this very important and challenging assignment, and concurs with the Board of Education staff in its recent decision to undertake enrollment projections and other long-range planning activities. However, we feel that we should caution the Board of Education about the use of the projections presented in this report.

We sincerely feel that our staff has performed conscientiously and competently in this projection analysis. However, there are certain shortcomings in the quantity and quality of data which are necessarily reflected in the quality of the final projections. Some of these shortcomings are due simply to the nature of projecting any kind of trend into the future, especially for areas as small as the community areas used in this analysis. The uncertainty of fertility rates, mortality rates, and all of the elements which go into making up mortality projections all have their effect on the population and enrollment projections. In addition to the problems of uncertainty which are inevitable in any kind of future projections, the staff has also run into quantity and quality limitations in data which are material to the projections herein.

For example, in order to establish a meaningful relationship between population and enrollments, it has been necessary for our staff to make detailed calculations of enrollment by race and by community area in the public and parochial schools. These data are not published, so original research has been undertaken. For the public schools, these data were derived from block-by-block student residence maps maintained by the Board of Education. These block maps, however, did not have information on high school students nor did the elementary school data contain racial breakdowns. For the parochial schools, the information was derived from a questionnaire sent to principals of parochial schools throughout the city. In general, the response was excellent but some principals did not respond and others responded with inconsistent data. Again, the data were only collected for elementary schools, since the Catholic high schools have open enrollment policies. In both cases, the information gaps had to be filled in through a process of estimation and interpolation; processes which were necessary throughout the various aspects of the assignment.

We have not attempted to attribute a quantitative degree of confidence to any of the population or enrollment projections set forth in this report. We do feel, however, that the process of checking and rechecking the various results has precluded any major avoidable errors. As a result, we feel that the projections can be used by Dr. Leu and his associates as a base for the programmatic recommendations. Moreover, we feel that the projections, and the methodology set forth earlier, can be used by the Board of Education staff as a base for structuring their future enrollment projection and general planning efforts.

A cautionary note is that the Board of Education staff, while using these projections, should recognize their limitations. As a result of our own recognition of the limitations, we have set forth very explicit statements of methodology and research so that the Board of Education staff can make the necessary adjustments when unexpected shifts occur in the relevant variables.

APPENDIX

CITY OF CHICAGO POPULATION - 1960
ADJUSTED FOR ESTIMATE OF UNDERCOUNT

Community Area		Adjusted 1960 Population		
Number	Name	White	Nonwhite	Total
1	Rogers Park	56,503	454	56,957
2	West Ridge	63,696	222	63,918
3	Uptown	122,595	5,999	128,594
4	Lincoln Square	49,544	361	49,905
5	North Center	43,622	301	43,923
6	Lake View	115,018	4,417	119,435
7	Lincoln Park	84,604	4,990	89,594
8	Near North Side	50,569	29,404	79,973
9	Edison Park	12,565	4	12,569
10	Norwood Park	40,915	45	40,960
11	Jefferson Park	27,475	22	27,497
12	Forest Glen	19,203	29	19,232
13	North Park	17,280	691	17,971
14	Albany Park	49,250	236	49,486
15	Portage Park	65,841	99	65,940
16	Irving Park	58,125	204	58,329
17	Dunning	41,560	78	41,638
18	Montclare	11,785	20	11,805
19	Belmont Cragin	60,838	53	60,891
20	Hermosa	21,401	33	21,434
21	Avondale	39,613	159	39,772
22	Logan Square	94,076	852	94,928
23	Humboldt Park	70,972	751	71,723
24	West Town	136,479	3,747	140,226
25	Austin	124,916	256	125,172
26	West Garfield Park	38,152	8,794	46,946
27	East Garfield Park	25,409	48,884	74,293
28	Near West Side	57,676	81,273	138,949
29	North Lawndale	10,792	134,577	145,369
30	South Lawndale	57,278	4,317	61,595
31	Lower West Side	47,795	770	48,565
32	Loop	3,841	585	4,426
33	Near South Side	2,354	9,427	11,781
34	Armour Square	9,096	7,884	16,980
35	Douglas	3,880	57,117	60,997
36	Oakland	311	28,375	28,686
37	Fuller Park	476	13,800	14,276
38	Grand Boulevard	398	93,893	94,291
39	Kenwood	6,282	41,561	47,843

CITY OF CHICAGO POPULATION - 1960
ADJUSTED FOR ESTIMATE OF UNDERCOUNT
(continued)

Community Area		Adjusted 1960 Population		
Number	Name	White	Nonwhite	Total
40	Washington Park	332	51,119	51,451
41	Hyde Park	27,214	21,650	48,864
42	Woodlawn	8,450	85,865	94,315
43	South Shore	65,507	8,936	74,443
44	Chatham	15,090	31,682	46,772
45	Avalon Park	12,660	59	12,719
46	South Chicago	47,338	3,036	50,374
47	Burnside	3,454	11	3,465
48	Calumet Heights	19,313	46	19,359
49	Roseland	45,392	15,749	61,141
50	Pullman	8,400	14	8,414
51	South Deering	18,637	185	18,822
52	East Side	23,191	27	23,218
53	West Pullman	35,328	81	35,409
54	Riverdale	1,127	12,168	13,295
55	Hegewisch	8,900	42	8,942
56	Garfield Ridge	37,675	3,271	40,946
57	Archer Heights	10,583	1	10,584
58	Brighton Park	37,948	84	38,032
59	McKinley Park	16,885	27	16,912
60	Bridgeport	41,436	146	41,582
61	New City	67,172	302	67,474
62	West Elsdon	14,210	6	14,216
63	Gage Park	28,222	26	28,248
64	Clearing	18,777	24	18,801
65	West Lawn	26,893	20	26,913
66	Chicago Lawn	51,294	62	51,356
67	West Englewood	51,583	8,174	59,757
68	Englewood	30,107	79,568	109,675
69	Greater Grand Crossing	8,687	64,234	72,921
70	Ashburn	38,604	40	38,644
71	Auburn Gresham	59,346	163	59,509
72	Beverly	24,791	27	24,818
73	Washington Heights	26,017	4,452	30,469
74	Mount Greenwood	21,918	27	21,945
75	Morgan Park	18,082	11,590	29,672
76	O'Hare	-	-	-
	Total	2,712,748	987,598	3,700,346

Source: Real Estate Research Corporation.